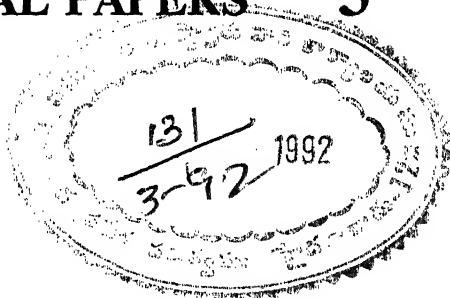


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GOVERNMENT OF INDIA

Ministry of Rural Development
Krishi Bhavan, New Delhi - 110 001

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Institutional Credit and the Rural Poor - Grameen Bank of Bangladesh

Free India inherited a problem of mass poverty in rural areas. There have been various attempts at assessing the quantum of persons living below the poverty line in rural areas. The latest figures are based on data collected by the National Sample Survey Organisation (NSSO) during the 43rd round in 1987-88. This data reveals that 196 million persons live below the poverty line in rural areas, constituting 33.4% of the rural population. There has, however, recently been some controversy about the methodology adopted by the Planning Commission in arriving at this figure and analysts have tried to show that the poverty ratio is much higher.

Year	Number of persons living below the poverty line in the rural areas (in millions)	NSSO estimates of percentage below the poverty in the rural areas (%)
1977-78	253.1	51.2
1983-84	221.5	40.4
1987-88	195.9	33.4

Source : Planning Commission

Bank Nationalisation in 1969 was inter alia undertaken with the objectives of providing easy access to institutional credit for the rural poor. But this objective has not been achieved if we are to go by the figures reported by the All India Debt and Investment Survey, 1981-82. According to this report, households having assets of Rs. 1000/- and below drew only 23.3% of the credit from institutional sources and the remaining 76.7% from non-institutional sources. Similarly, households having assets in the range of Rs. 1000-5000/- depended on non-institutional sources for 73.1% of their credit needs. The statement reproduced below from the report indicates the situation is not encouraging:

**Percentage Share of Credit from Institutional and
Non-Institutional Sources in Rural Areas in 1981**

(Rs. in thousands)

S.No.	Household Asset Holding	Institutional (% share of cash borrowings)	Non-Institutional
1.	Upto 1000	23.3	76.78
2.	1,000-5,000	26.0	73.10
3.	5,000-10,000	35.2	64.80
4.	10,000-20,000	36.5	63.50
5.	20,000-50,000	47.8	52.20
6.	50,000-1,00,000	53.3	46.80
7.	1,00,000-5,00,000	71.2	28.80
8.	5,00,000 and above	83.1	16.90

Source: All India Debt and Investment Survey, 1981-82

While the situation might have improved somewhat during the decade 1981-91, it is evident that the access of the poor to institutional finance is still very low both in terms of quantum as well as its

distribution amongst the poor. Data made available by the RBI recently shows that less than 3.0% of the outstanding loans of scheduled banks in 1990, pertained to IRDP, the major credit based poverty alleviation programme. This is quantified in the table below:

**Outstanding advances of IRDP beneficiaries
as at the end of September 1989**

(Rs. in Crores)			
	Advances to IRDP beneficiaries	Net Bank Credit	%
All scheduled Banks	2,395	91,271	2.62
Public Sector Banks	2,340	82,252	2.84

Source: RBI

This indicates structural barriers in the access of the rural poor to credit from institutional sources, which forces them into dependence for credit on informal sources like friends and relatives, moneylenders, traders and landlords. The major reasons for this are:

Preference of the formal institutions for larger producers because of smaller transaction costs, availability of collateral and security, attainment of short term objectives of increased production, greater ability to muster political patronage, perceived unreliability of smaller producers because of smaller surplus, more unreliable incomes, and irregular savings.

Reluctance of the small producers to approach formal institutions because of the cultural gap, information gap, remoteness, inaccessibility, restricted banking hours, terms and procedures, formalities, inflexibility, lack of availability of consumption credit, and greater familiarity with informal channels of credit.

Preemption by larger borrowers as they have greater access to information, a range of possible opportunities, availability of collateral security, ability to deal with delays and incidental charges, etc.

The poor need credit mainly for the following purposes:

- (a) Short term production inputs like seeds, fertilizers, pesticides, cattle feed, raw materials etc.
- (b) long term investments in items like farm machinery, livestock, irrigation land improvement etc.
- (c) consumption credit for supporting the farm household during interharvest periods, emergencies, or for emergent social expenditure like marriages, births, deaths etc.
- (d) repayment of past obligations.

A poor family, it needs to be recognized, is simultaneously a unit of production and consumption. This is often not recognized while preparing a credit based programme and only production needs are usually met by the institutional finance agencies. Credit obtained by poor families flows to the most pressing needs leading to loan defaults. Consumption loans to bank clients should be available to improve repayment behaviour.

Although experience has shown that credit is not the only input for increasing production it is a very important ingredient of any

programme which seeks to alleviate poverty in rural areas. The poor are trapped in a vicious circle : low capital, low productivity, low incomes, low savings, and consequently low capital formation, which is a necessary prerequisite for economic growth. Availability of short and long term access to credit provides the poor means to enter the "virtuous circle" of capital formation and increased incomes. The problem being faced by the governments and credit agencies is designing a programme which reaches the small rural producers, keeps the transaction costs at an affordable level, ensures recycling of resources through recoveries, provides the other inputs to improve economic opportunities, ensures financial viability of the financial institutions, and removing the social, economic and political constraints in development of rural areas. Some of the lessons learned in designing rural credit programmes bear need repetition.

There is no particular type of institutional arrangement be it cooperatives, commercial banks, voluntary agencies, special development banks which can be recommended as a preferred model to improve access of the rural poor to institutional credit; all types of institutions have potential of success provided they can ensure :

- (a) decentralisation of operations
- (b) generation of a group approach in the client group of the poor in the spirit of cooperation viz., participation, group sanctions against delinquency, generation of democratic leadership
- (c) uses existing intermediaries who already have a rural network
- (d) taps local savings
- (e) assists in coordination with existing agencies for marketing, input supply, and extension

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- (f) avoids incompatible programme objectives
- (g) provides for training of competent professionals with empathy for the rural poor
- (h) encourages self evaluation and innovation

The Ministry of Rural Development has been implementing the Integrated Rural Development Programme (IRDP) since 1980 in all the blocks in the country. In terms of numbers, IRDP has covered 37.5 million families by the end of March, 1991 and will cover a further 22.5 lakh families in 1991-92. The government would have invested about Rs. 5,000 crores as subsidy and the banks have invested another Rs. 10,000 crores as credit in this programme. The details can be seen from the table below:

**Physical and Financial progress under IRDP
during the Seventh Plan Period of 1990-91**

Year	Physical			(Nos. in lakhs)			
	Target	Achievement	%	SC	%	ST	%
1985-86	24.71	30.60	123.84	9.78	31.95	3.45	11.28
1986-87	35.00	37.47	107.06	12.00	32.02	4.80	12.82
1987-88	39.64	42.47	107.14	13.41	31.58	5.58	13.13
1988-89	31.94	37.72	118.10	12.06	31.96	5.44	14.43
1989-90	29.09	33.51	115.19	11.01	32.86	4.44	13.24
Total	160.38	181.77	113.34	58.26	32.05	23.71	13.04

Financial

(Rs. in crores)

Year	Allocation	Utilisation	Credit disbursed	Per family investment (in rupees)
1985-86	407.36	441.10	730.15	3574
1986-87	543.83	613.38	1014.88	4511
1987-88	613.38	727.44	1175.35	4470
1988-89	687.95	768.47	1231.62	5069
1989-90	747.75	765.43	1220.53	5507
Total	3000.27	3315.82	5372.53	

Physical and Financial progress under IRDP during 1990-91

Item	Target	Achievement	%
Physical			
1. Total families assisted (no. in lakhs)	23.71	28.98	122.24
2. SC / ST families assisted	50 %	49.91 %	
3. Women beneficiaries assisted	40 %	30.89	
Financial (Rs. in crores)			
1. Total allocation	747.31	809.49	108.32
2. Central allocation and release	374.56	346.59	92.53
3. Credit mobilised	1196.40	1190.03	99.47

Source: Ministry of R.D.

During the last ten years, a lot of experience has been gained in implementing credit based programmes like IRDP to provide self employment to the rural poor. This experience has made it possible for us to re-evaluate some of the assumptions on which IRDP was based.

Credit is the main constraint in enabling the rural poor to cross the poverty line.

Rural people were forced to pay higher interest rates than they were willing to meet this credit shortage, particularly to the informal lenders.

This led to exploitation by the monopolistic moneylenders, ending in further impoverishment of the poor.

Concessional institutional lending was seen as an intervention to counteract these vicious forces.

Interest rates are the critical factors in borrowing decisions as they contributed the bulk of borrowing costs. In other words demand for credit was assumed to be interest elastic.

That poor rural households have limited saving capacity.

Formal financial institutions could effectively ration and direct funds to the target groups by strictly supervising credit, disbursing in kind and other such controls.

Credit for consumption was unproductive hence it was not necessary to cater to this demand.

Some of the consequences of the rural credit policies based on these assumptions are now clearly evident.

Many cooperatives, LBDs, RRBs which lend exclusively to the agriculture sector and to the rural disadvantaged are now defunct.

Many of these institutions could not reach the rural disadvantaged for whom they were meant.

Loan defaults have emerged a serious problem.

The rural credit institutions did not wholeheartedly participate in the national effort to eradicate poverty and instead concentrated on the better-off amongst the rural disadvantaged.

There was a shortage of competent and trained staff. As a result serious management and organisational problems emerged in many rural credit institutions.

There was a tendency to concentrate on short term production loans rather than long term investment loans.

There was no effort to mobilise rural savings.

There was a heavy dependence on outside finance leading to a loss of independence and political interference.

The poor margins available because of unrealistically low lending rates and high transaction costs of servicing small loans was the single largest factor in eroding the viability of the rural credit institutions.

The loans were largely cornered by the better-off rural producers, who benefited from low interest costs, interest waivers, loan rescheduling, loan waivers leaving the poor to the mercy of the informal money markets.

Many rural credit policies require to be reviewed in the light of experience gained over the years. Many assumptions have proved to be questionable, for example, that low interest rates were necessarily in the interest of the poor, that low margins were conducive to servicing of small loans for the poor etc. In fact experience has shown that the situation is far more complicated. For instance:

Evidence of successful credit mobilisation through thrift and credit groups show that there is far more liquidity in rural areas than was generally assumed. This is particularly pronounced during and after the harvesting season. Hence there is a great potential for mobilising voluntary financial savings.

Mobilisation of rural savings has multiple merits. It would not only enlarge the resource base of the credit agency but would correspondingly reduce their external dependence and perhaps also the propensity of the higher institutions in interference with their management decisions. It would also reduce loan defaults by borrowers as they tend to be more careful with their own community savings than with government funds.

Higher rates of interest on savings would be possible by raising rates of interest on borrowings to bring them closer to the real cost of resources.

Increasing lending rates should also enable the credit institutions to charge a higher margin to meet the transaction cost of providing small loans.

Higher margins would also enable lending agencies to provide better services.

Higher cost of credit would reduce the tendency to misuse loans, thereby reducing the need of costly supervision.

It must be realised that the village moneylender would remain the source of credit for many disadvantaged rural producers because of his easy approachability, informality, flexibility. In fact the formal lending institutions have a lot to learn from the moneylender. The formal credit institutions however must provide an alternative channel to prevent monopolistic exploitation by the moneylenders.

Need for an alternative to Institutional Credit for the poor

The rural poor have not benefited greatly from the efforts of the government to provide alternative means of credit from the nationalised banks. This is perhaps because the poor adopt survival strategies which are not rational in the eyes of the formal banking structure; their demands are small, requiring disproportionately high transaction costs; they require credit for purposes which are labelled as unproductive and non-creditworthy viz., paying up past debts, consumption loans; they require credit for a multiplicity of small purposes, whereas the banks would prefer to provide credit in large amounts to meet a single large need; they need credit without too many formalities, whereas the banks are bound by the need to provide security for the loans extended; they require credit to be disbursed quickly, whereas the banks are inhibited by the need to husband their resources to meet extraneous requirements like maintaining their SLR/CLR etc. Thus the banks have been able to service the potential demand for credit to a limited extent only. The difficulties imposed by the structural adjustment programme have compounded the problem. It is therefore necessary to examine possibilities of an alternative credit system for the poor.

Grameen Bank, Bangladesh : A possible alternative system for institutional credit for the rural poor in India

Having been convinced that the traditional banking procedures may not be appropriate for effective delivery of credit

to very poor, Prof. Md. Yunus, formerly a Professor of Economics, in the University of Chittagong, Bangladesh, evolved a new system for credit delivery mainly to field test his ideas on an alternative credit delivery system for the poorest of the poor. His main hypothesis was that contrary to the general belief, the poor were creditworthy and bankable. He tried to get the formal banking institutions in Bangladesh interest in financing the poor, but their support was not forthcoming. After failing to get the banks interested he took on the task of proving that it was possible to deal with the credit needs of the rural poor by setting up a pilot project, but the banks were still reluctant to shed their traditional apathy towards the rural poor and come forward with a viable strategy for providing institutional credit to the rural poor. Prof. Yunus, then approached the government to allow him to set up a bank to deal specifically with the needs of the poor in the rural areas. It took him lot of time to convince the Government about his idea. Eventually, the Government of Bangladesh agreed that a new bank called 'Grameen Bank' (GB) could be established.

The Grameen Bank was established in 1982. Over the next 15 years, the experiment confirmed the hypothesis that the poor given the proper support and guidance are bankable. Today, GB covers almost a million borrowers in about 22,000 villages throughout Bangladesh. The total loans disbursed by the bank so far aggregate TK 800 crores. Of the TK 800 crores so far disbursed, about TK 172 crores had gone for trading and business, TK 208 crores for agricultural processing and marketing, TK 320 crores for livestock and fisheries, TK 20 crores for services and TK 12 crores for joint enterprises. The latest progress reported was as follows:

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	1. Number of branches	894		
	2. Number of villages	22,784		
	3. Number of centres	38,829		
	4. Number of members	953,734		
	females	876,244		
	males	77,490		
	5. Cumulative number of houses built with grameen housing loans	1,04,907		
			Million Taka	Million US\$
			-----	-----
	6. Cumulative amount disbursed		11,334.50	354.20
	7. Amount disbursed in July 1991		328.61	10.27
	8. Cumulative amount of housing loans disbursed		943.66	29.49
	9. Housing loans disbursed in July 1991		56.75	1.77
	10. Cumulative amount of savings in the group fund		781.71	24.43
	11. Balance of total savings (excluding group funds)		303.78	9.49

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Special characteristics of working of Grameen Bank

The Grameen Bank (GB) (though a bank) is exempted by an ordinance from all the provisions of the Bangladesh Banking Regulation Act. It is not required to maintain Cash Reserve Ratio (CRR), Statutory Liquidity Ratio (SLR), nor is it required to follow the interest directives of the Central Bank of the country. The GBB had even successfully avoided implementing the loan waiver scheme announced by the Government of Bangladesh. It therefore has a special status as a bank for the poor.

Grameen Bank is owned by the borrowers; one borrower can purchase only one share. Presently, out of its share capital of about TK 75 crores, about 12½ % is subscribed by the Government and remaining shares are owned by the borrowers themselves. It is managed by a Board of Directors with a Chairman nominated by the government and with Prof. Md. Yunus as the elected MD of the bank. There are 3 nominee directors of Government of Bangladesh, i.e. Finance Secretary, Secretary (Rural Development), and an officer from the Central Bank of the country. The remaining 9 directors are all elected and are mostly women.

Grameen Bank has been working mostly with concessional funds received from IFAD and other donor organisations at 2% p.a. Its lending rate is 16% p.a. The bank does not believe in the borrowers being charged a concessional rate. Nor does it believe in doles, charities or subsidies in interest rates from the Government/Central Bank of the country, even though, these are available to some borrowers from other commercial banks. Interest is not compounded even for defaults. Moreover, there is no system of charging penal interest.

The Grameen Bank believes that it has to work on commercial lines ultimately, although it admits that a lot of extension is necessary

to educate the poor rural borrowers in dealing with credit institutions, and justifies high administrative costs on the grounds of being necessary for promotional work being done by their staff. Prof. Yunus and his staff explained that over the course of 8-10 years each branch was expected to become viable. But as things stood despite a working margin of 14%, almost 2/3rd of its 950 branches of GB are still not viable as the branches are charged interest by its HO at 10% on the resources lent to them. However, the bank, as a whole, has earned a net profit of about TK 30,000 during 1989-90 which comes to just 0.07% of the total working funds of the bank at TK 410 crores. (representing total loans outstanding against members TK 225 crores; IFAD, etc, borrowings TK 196 crores; deposits TK 85 crores; investments in high yielding securities, etc., TK 113 crores; fixed assets TK 26 crores). The bank spends about TK 7 crores on training (out of a grant) and TK 22 crores as salary and allowances every year, i.e., about TK 30 crores for yearly disbursement of TK 200 crores which is rather high.

Every year an amount equal to 2% of the loan outstandings are transferred to a bad debt reserve. There is also a system of reviewing of all overdue over 4 years and bad accounts are written off if these are considered unrealisable. During the last 15 years, the bank had written off a total amount TK 1.40 crores. The bank has no policy of going to court of law for recovering its dues.

The GBB follows a borrower friendly policy for recoveries. Their system is based on the hypothesis that the poor are capable of servicing their debts provided the recovery discipline is in keeping with their perceptions and ability to repay. Loans are limited to the repaying capacity of the borrowers as assessed by a group of borrowers rather than table work by a banker or government officials. The recoveries are made in weekly instalments so as to liquidate loans over a period of one year. Thus an instalment is usually fixed to be about 2% of the sum borrowed to be repaid every week in a

prescheduled meeting of the group in which a bank worker collects the dues. The efficacy of this system is evident in the high recovery rate of GBB (97%). In keeping with their philosophy of trusting the borrowers the GBB has no policy of going to court for recovery of bad debts. The bank does not believe in collateral or guarantees for loans. It works on the principle of trusting the borrowers and their participative groups.

The GBB has however built up an elaborate back-up for ensuring credit recovery. The recovery system is backed up by group responsibility for processing loans to any one of its members. This is backed up with a discipline that the entire group gets loans in phases with the leader being the last to be eligible for a loan, thus ensuring that loans to a group are dependent on good repayment behaviour by all its members. During our field visits we learnt that sometimes members of a group avoided defaulting of loans by any member by jointly contributing on her behalf in case repayment was beyond her capacity for some unforeseen reason like a death in the family, illness, or some other aberration of an unforeseen nature. Moreover, GBB insists that the borrowers jointly collect thrift and such savings are kept with the GBB branch in a group account. This thrift collection is ensured every week along with the repayment. The group thrift account can be drawn upon by the members for their requirements with a stipulation that not more than 50% of the total amount can be withdrawn by the group. The decision for advancing loans from out of the group savings are left to the group itself. Our enquiries in the field revealed that members often drew on their group savings for meeting repayments schedules, in case there was some difficulty in repaying the instalments on the due dates.

To deal with natural calamities, and avoid consequent defaults, the GBB had built up an elaborate system. The Branch managers were authorised to declare any event a natural calamity and suspend the normal regulations coverings every aspect of the banks

lending including rephrasing of recoveries. Local committees were formed at such times to stipulate terms and conditions to be relaxed and to take other remedial measures. This included collecting contributions for relief works even from international organisations. GBB had utilised international contributions at times of national calamity for setting up funds for rebuilding houses and infrastructure development like providing handpumps for drinking water. Interestingly, even though the other banks had resorted to write off at the behest of the Government of Bangladesh there was no such demand from the members of the GB.

Another system GBB follows is direct payment and recovery of loans to the poor. All transactions are open and discussed at group meetings. It believes in close contact with borrowers for which it has well trained field workers attached to each branch. On an average, 6 such workers are attached to each branch which controls about 60 centres of 6 groups each, i.e., about 2000 borrowers. These field workers visit each group once a week on a prescheduled date to coincide with the weekly group meeting. They transact all business in the group meeting in front of all the borrowers. This helps in making procedures transparent and eliminating corruption and fear of offices which often inhibits the poor, particularly women, from approaching institutional agencies.

All loans are sanctioned for a year, repayable in weekly instalments and there is no system of any gestation period or giving relaxation in the loans repayment except under very great natural calamities. On persistent queries from the team members about hardships faced in repaying loan instalments even in the agricultural off-season the borrowers said that the instalments were small and hence they did not have much difficulty in meeting them. It was observed that often the instalments were met from the current incomes of the borrowers often other than those arising from the income from the assets that had been acquired with the loans.

The bank takes deposits only from its members. The deposits are only savings account deposits which carry an interest of 8½ %. The deposits are not insured although the deposits of commercial banks are. Nevertheless, the bank has been able to secure good deposits and today these stand at about TK 85 crores.

The Bank management has inculcated a culture of simplicity in the GBB. The bank's office infrastructure is very simple. There is no airconditioning even in the office of the M.D. The furniture is simple and the scale of furniture is the same right from MD to the clerk. The tables are without drawers and the bank head office has no carpets or cars. Only jeeps are used. The food served in the bank is the same for all the staff and officers and others pay the cost including the guests; nothing is free.

The recruitment policy of the bank is simple. The management believes that any person is capable of taking up banking activities given some training. They have, after experimentation, started recruiting matriculates for posts of workers and graduates for the post of Branch Managers without stipulating any specialisation. The recruitment is done through open advertisement placed in the newspapers. They initially received very few applications but now that the GBB experiment has succeeded there are many applications. For screening them the applicants are asked to take a simple written test and are thereafter called for interviews in which they are explained the nature of the job. Selection is done based on the perceived interest and abilities of the candidates. They are thereafter put through a very gruelling training schedule which requires them to serve largely in the rural areas. Many of the candidates drop out in the first 2 months, but about 70% continue.

The bank gives a very vigorous rural oriented training to its staff. In the first year it is largely theoretical training in which the trainees are deputed to difficult branches to work with the staff in

resolving these problems. In the second year they are asked to take up actual jobs under close supervision. During the training period they are asked to appear for many tests to assess their capabilities. They are also closely watched in the field and confidential reports are called from their supervisors to ensure they have imbibed the correct attitudes.

The administrative set-up is decentralised and Branch Managers, Area Managers have all the necessary operational powers.

HEAD OFFICE (DACCA)

ZONAL OFFICES (11)

AREA OFFICES (110)

BRANCHES

The head office is very small with only 1½ of the total staff of 14,000. Of the total staff 2½% are working at Area/Zonal offices and remaining 96% work in the Branches. Each branch covers an area of about 8 kms. The zonal offices are being set up so that each zone may soon become an independent bank at the regional levels. In the process of horizontal growth and shedding of power, the HO functions only as a Secretariat and retains some responsibilities like liaison with the government and donor agencies, monitoring and evaluation, research and development and supervision of training.

The GBB has evolved a hierarchy for monitoring and control of operations.

The Head Office has retained control only over essential functions of policy formulation, interaction with donor, international cooperation and coordination. The management is prepared to shed

further control by reorganizing the bank into area wise units with their own management, and GBB Bangladesh was prepared to merely function as a federation headquarters.

There are some zonal offices, each one supervising 11 area officers on the average. They deal with appointment and removal of branch managers. They formally sanction loan proposals. The zonal managers also supervise the area and branch offices. They visit every branch every month. They visit centres with problems. They visit loanees to verify loans and assets. They collect statistical monitoring data every month. They have monthly review meeting to watch performance.

The area manager supervises the functioning of the branches. He forwards proposals for sanction of loans to the zonal manager. He prepares proposals for opening new branches based on a survey of socio-economic conditions, availability of banking facilities and availability of NGOs in the area. The opening of new branches is considered by the project meeting at the zonal level before branch license is obtained from the Central Bank.

There is a system for annual audit of each branch.

Design of delivery system of GB

GB has a fairly simple and straight forward credit operation programme for a target group of poor people predominantly women, at a level of income consumption and asset ownership, defined to be 0.50 acres of landholding, who are eligible for bank loans. No collateral is sought and procedural formalities are kept to the minimum. There is no insistence on documentation because of the philosophy of the GBB not to seek legal redressal even in the event of the default and to rely on the bonafides of the beneficiary and the group. Few restrictions are imposed on the use of the credit, the purpose being

vetted for viability by the group and the circle, collectively. There is therefore no need for project profiles, assessments of viability of the activities chosen by the beneficiary, elaborate documentation and carefully worked out repayment schedules. There is a near-total reliance on the wisdom and the capacity of the borrower and his/her peer group to make the best possible use of the resource, is the most remarkable feature of the GBB. The main features of the system include:

The organisation of groups of beneficiaries is the basic strategy adopted by Grameen Bank. A group is formed of like minded individuals. They get together and request to be registered as a group in the branch. There are some preconditions like the members should not be defaulters of any credit institution, the centre recommendation is mandatory, the branch manager and field worker find it feasible to cover the group. A period of 7 days is spent in training the members of the group in the banking discipline and 16 principles. Loans are given in phases: first to 2 members, then after some months of watching their repayment behaviour another 2 are released loans; the loan to the group leader is released last of all. Every branch organises about 100 groups every year. The group is the starting point for a loan transaction. Although there is no formal joint and several liability of members of a group for the borrowing of a member, functions as a pressure group and acts as a watchdog for the utilisation of loans, regular repayments etc. Through trial and error, GB has settled on a group size of five. This they feel is a manageable number that permits close participatory interaction. The activities of the bank centre around groups. Only one person, male or female, from a household is allowed to be a member; relatives cannot join the same group. Male and female members form separate groups. The members must come from the same village. Each group has a Chair-person and a Secretary and these responsibilities rotate amongst all members on a yearly basis. Every one holds each of these offices by turn. The first loan is very closely supervised by the branch staff, later this responsibility is largely on the group.

Six groups form a Centre. Groups gathering at the Centre, hold weekly meetings which all the members must attend. Non-attendance without sufficient cause can be punished with a fine. Besides other things, these weekly meetings ensure group discipline and thus give real strength to the success of GB. The group Chair-persons elect a Centre Chief and Deputy Centre Chief. Elections are held on fixed dates every year. The Centre meeting coincides with the weekly repayment of instalments of loan. The meetings are held following arrival of the bank worker. The meeting is opened and closed with the chanting of slogans, based on the sixteen decisions (See Annexure).

All members do not get loans simultaneously. The most deserving two members receive loans at the first instance. Their performance is observed for a month or two. If their performance is satisfactory, two other members of the group then receive loans. Subject to recovery of loans, according to schedule, and fulfilment of other conditions, the group Chairman is the last person to receive the loan. The Chairman serves on a voluntary basis for about two or three months to qualify for his own personal loan. The practice has been found to be effective in ensuring group cohesion.

Based on their experience and skill, the members are themselves supposed to select income generating activities and prepare the loan utilisation plan. The viability of the activities is discussed at length in the weekly centre meetings before they are recommended for sanction to the GBB branch. There are no model viable and bankable projects, or feasibility studies made in terms of cash flows, FRR, incremental income, etc. The repayment is also not linked with incremental income of the asset. The borrower is free to pay weekly instalments from any income he or she has earned. Self-chosen economic activities are the basis of the success of the experiment.

Loan proposals are initially made informally by the potential borrower to the group leader, who conveys them informally to

the Centre chief. The formal application is prepared at the centre meetings by the Bank worker. This centre meeting is held weekly and is to be attended by all the 30 members of 6 affiliated groups. The maximum limit for a loan per borrower is TK 5000 (Rs.4000) The borrower can take a second or third loan, for that matter any number of loans for the same or different purposes if she/he has repayed the earlier loan. All transactions are conducted openly which leaves little or no scope for corruption, misappropriation or irregularities so common with other rural credit programmes. The openness of all financial transactions also raises confidence of GB members in the bank and protects the bank officials from unnecessary criticism.

The procedures followed for sanctioning loans are very simple. The loan is recommended by the Centre Chief on a plain paper. The bank worker collects all such proposals and compiles them in a simple statement which is sent to the Branch Manager who after scrutiny sends the proposals with his recommendation to the Area Manager for obtaining his sanction for disbursement. The loan is disbursed in the presence of group Chairman/Centre Chief. GB obtain simple DPN-cum-hypothecation letter. No other collateral guarantee/joint and several liability letter is taken from the group.

According to the rules, each member has to deposit 5% of the loan amount in the 'group fund' at the time of disbursement and also has to contribute one TK in the group fund every week. Fines levied on members are also credited to this group fund. The group fund is kept in a deposit with the branch and is allowed an interest @ 8.5%. Loans can be given to group members from the accumulated group fund but they cannot draw more than 50% at any point of time. There are also some other rules for operating the group fund. The group is issued a pass book which is periodically updated by the bank worker when he comes for the weekly meeting to the centre. A group member can borrow from group fund with the consent of the remaining group members who also decide on the interest to be charged. Loans are at

times given free of interest for meeting repayments to GBB or for meeting urgent unavoidable personal consumption needs, etc.

There is another fund for insurance coverage. It is called an 'emergency fund' which is created out of members' compulsory contributions. Each borrower pays a sum equivalent to 25% of the amount charged by the bank as interest and the amount is credited to an emergency fund used as a sort of insurance cover to deal with problems such as natural calamities and death of the assets etc. The GBB has thus evolved a sort of mutual insurance cover. There is therefore no need to look to the government for insurance. There is however, no insurance cover for death of a borrower. Cases of default arising out of death of the borrower with no legal heirs to defray the dues are limited in number and are dealt with at time of assessing write off of bad debts which is done after an assessment every four years. These arrangements contribute to the confidence of the borrowers in the GBB and insulate the GBB from bad loans.

In the event of natural disaster, the GBB, takes action to provide relief to effected borrowers by rephasing loans and interest. Other measures are also taken to provide relief. The GBB comes to the rescue of borrowers by empowering the Branch managers to take all emergency action required to deal with a calamity, including arranging for food and shelter. The understanding is that the borrowers would pay back the amount when normalcy is restored. The GBB through mobilising assistance of the international donor agencies has used calamity relief for taking up a housing programme and a drinking water programme. Funds are advanced to communities and individuals from out of revolving funds which are replenished through repayments from the borrowers who get finance at nominal terms for a 15 year period.

Credit is very closely supervised and the entire operation is effectively monitored by its well trained and committed staff that tends

to work as a cohesive team. There are no middlemen between the supplier and the end user which is a distinctive feature of the delivery system. Each bank worker starts his day at 7 am, undertakes field visits on foot or cycle and attends to office work between 11 am to 3 pm. Each borrower is contacted every week.

Training of beneficiaries and bank's staff

Training is an integral part of the GB delivery system. Through vigorous practical and locally oriented training, GB has created a strong cadre of bank workers and middle level officers. Induction training courses for newly recruited officers and bank workers last for 12 months. More than 80% of the training period is spent in the rural areas as on the job training under the supervision of a branch manager who has been in place for at least one year. During the first year, only about three weeks are spent in class room training.

During the induction course, trainees are provided with a deep understanding of (a) the social and economic milieu within which GB has to operate; (b) how the targeted clientele group can be identified and organised in order to prepare them to receive the bank's service and participate in the social development programme; (c) how loan applications are processed and how to assist the Centre Chief in conducting meetings, collecting various dues and preparing source vouchers for the group bank accounts; and (d) how branch administration and accounts are managed to supervise loan recovery and other activities of GB.

Training and recruitment are carefully dovetailed. The philosophy of the bank management is that no specialisation is required in Banking to make a good banker. Their focus is on the correct attitudes and dedication to the cause of the poor. The rigorous nature of the induction course leads some of the less motivated recruits to drop

out. The drop out rate being about 30% with a larger proportion of women recruits dropping out in the first 2 months after induction. The experience has been that thereafter the recruits develop a sense of belonging and do not leave even if offered more lucrative appointments outside.

Impact of the GB system

Fifteen years of the existence of the bank (since the year of inception) has clearly shown that it has succeeded in reaching the poor, mostly women, and have shown that credit can be utilised much better if we leave decision making to the poor people themselves. The poor if left to themselves choose income generating activities with quick cash returns in the first instance and this enables them to pay back their loan instalments in time (present recovery rate being 98%). The turnover of the loan is one year in most cases. The loanees are eligible to take further loans to step up their incomes after successfully completing repayment, this is perhaps another incentive for repayment.

Social development is one of the fallouts of successful intervention by the GBB in providing easy credit to the rural poor. This has been quantified in terms of children's education, better nutrition, better sanitation and improved housing condition. What is most important is that the poor develop a sense of status and social acceptance which enables them to participate more actively and purposefully in social, and economic activities. It is reported that the GB loanee households could increase per capita income by about 32% over a period of two years when the per capita income of Bangladesh as a whole increased only by 2.6%. Compared to the control group, the average expenditure of the loanee households is found to be 2.3 times higher for health, 2.4 times higher for housing and 3.7 times higher for clothing. The literacy rate and the acceptance levels of family planning measures are also much higher with the

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loanee households. Evaluations show that GBB has been successful in being able to provide scarce financial resources to the capital hungry poor people on easy terms. The members "see a door opened before them with endless possibilities". Nevertheless now the GB faces some challenges.

Imponderables

GBB has based its operations on the assumption that concessional funds would continue to be provided by foreign donors. How long can they depend on this? The biggest question before GBB is whether it can sustain operations on the basis of deposit resources collected at the normal rate of interest. Dr. Md. Yunus was of the opinion that any experiment in credit delivery to the poor takes almost 8 to 10 years before it becomes viable and during this period continuous supply of concessional fund is very necessary.

In case, the GB expands the experiment, whether it can depend on availability of dedicated and devoted workers for its operation? The outlook and culture of the youth is changing and this can also be a problem before GB.

So far politics has not tampered with the working of the bank but there is no guarantee that the bank will be away from politics.

The bank has mostly been working on the principle of reliance on the good faith of the beneficiary and of mutual confidence, social imoral responsibility for repayment rather than distrust and ensuring repayment through legal processes which is the traditional banking attitude to borrowers. The borrowers have been identifying their own projects and the group decision about viability have been respected. This is quite different from the traditional banking practices of insisting on a project profile of the activity, a viability test based on scrutiny of the cash flows and profitability and backed up by

security and legal documents. How long can the informal system defy banking logic is a question asked by many bankers?

The Government of Bangladesh had recently accepted the recommendations of a Pay Commission which would increase the emoluments of government servants by 25% or so. The emoluments of government servants and Bank employees, including GB employees have been at par in Bangladesh. Hence an increase in salaries in the government sector would have its repercussions in GB also. The increase in the salaries and allowances of all other banks' staff by about 25% would pose a serious problem to GB also. An estimate showed that GB could implement this only after increasing the rate of interest to 20%. This would have repercussions for the clientele of the GB who are the poor largely poor women.

GB had not yet developed a regular system of its own of monitoring and evaluation. The major evaluations had been done by the donors or scholars sponsored by others.

The GB had been operating in an environment in which there was little competition for activities taken up by the rural poor in rural areas. As a result their activities were largely concentrated on trading and business (paddy dehusking) and animal husbandry. But there is a distinct possibility of over crowding of some sectors as has happened in India. The GB has not yet addressed itself to this potential problem.

We had a very interesting discussion on the working of GB with Dr. Md. Yunus about the various procedures and challenges faced by the GB in the future. In view of his experience he felt that it was necessary to break up GB into 10-12 viable units to ensure decentralised action. The current head office would continue to function as an apex unit for research, policy planning and resolving problems with the government, the central bank, etc. In sum his experience was

challenging in creating systems for delivery of credit to the rural poor but it had at times been a very frustrating effort. He specifically quoted the example of the Bangladesh Government's recent declaration of writing off of agricultural loans upto TK 5000 and also interest on loans upto TK 10000. He was really in a fix to explain the logic of the write off of dues from the better of people when GB was still insisting on repayment from the poor and landless people. Despite the government declaration, Dr. Md. Yunus has not allowed any general write off in GB. Dr. Yunus appeared to be very confident about the possibility of replicating the GB experiment even in other countries since it meant creating a secure economic future for millions and millions of poor people, in South Asia and other poor countries of the world. He cited examples of replication in the Philippines, Malaysia and even in the slum areas of New York in U.S.A. We collected a few copies of Grameen Dialogue, a newsletter published by the Grameen Trust, Bangladesh which carried some stories of successful replication of the GB system with some modifications in many countries.

Steps to initiate the Process of Replication

An agreement in principle should be obtained from the competent authorities in the Ministry of Rural Development, Department of Woman and Child Development, CAPART, NABARD, UNICEF, about replication of the GBB systems in India.

Resources should be earmarked for taking up the replication project in the various organisations.

Suitable NGOs with some experience in mobilising women and dealing with the credit requirements of the poor would be identified to implement the project in the field on a pilot basis.

Nodal officers should be identified in each organisation to facilitate coordination and make interaction effective.

*Annexure**THE SIXTEEN DECISIONS*

1. We shall follow and advance the four principles of Grameen Bank - Discipline, Unity, Courage and Hard work - in all walks of our lives.
2. Prosperity we shall bring to our families.
3. We shall not live in dilapidated house. We shall repair our houses and work towards constructing new houses at the earliest.
4. We shall grow vegetables all the year round. We shall eat plenty of them and sell the surplus.
5. During the plantation seasons. We shall plant as many seedlings as possible.
6. We shall plan to keep our families small. We shall minimize our expenditures. We shall look after our health.
7. We shall educate our children and ensure that we can earn to pay for their education.
8. We shall always keep our children and the environment clean.
9. We shall build and use pit-latrines.
10. We shall drink water from tubewells. If it is not available, we shall boil water or use alum.
11. We shall not take any dowry at our sons' weddings, neither shall we give any dowry at our daughters' wedding. We shall keep the

centre free from the curse of dowry. We shall not practice child marriage.

12. We shall not inflict any injustice on anyone, neither shall we allow anyone to do so.
13. We shall collectively undertake bigger investments for higher incomes.
14. We shall always be ready to help each other. If anyone is in difficulty, we shall all help him or her.
15. If we come to know of any breach of discipline in any centre, we shall all go there and help restore discipline.
16. We shall introduce physical exercise in all our Centres. We shall take part in all social activities collectively.

Protection of Tribal Lands - Suggested Package of Legal and Administrative Measures

Importance of land for tribals

Tribal economy has traditionally remained centered around land and other land based resources. Even today, land continues to be the mainstay of 90% of the tribal population. Thus land is the only tangible productive asset which members of scheduled tribes possess. But, land is much more than a source of livelihood for tribal people. They have very strong emotional attachment to their land. Some of the social practices and religious rituals of tribals are also connected with land which occupies a pivotal place in their psyche.

Protection of Tribal Lands

Genesis of the problem

One of the important characteristics of a tribal community is its traditional association with a territory. Initially, the community subsisted on food gathering and hunting in the area under its command. As the pressure of population grew and the community acquired new skills of agriculture they cleared the forests and brought land under cultivation. However pressure from advanced communities in a variety of forms forced them to leave their land and move on to other areas. This did not create a serious problem as long as forests were still plentiful and not fully administered. This process which continued for centuries however halted when growth of population and State Administration of forests made it difficult to get extra land for cultivation.

The tribal areas remained for a long time outside the land management systems of advanced areas because of their inaccessibility. The tribal communities therefore developed their own traditions of management of land. The land ownership pattern amongst tribal community broadly falls under three categories i.e., community land, land belonging to a clan and individual holding. As the British Administration consolidated its position and introduced new systems of land management, some of the tribal areas also got integrated with it. Still, the policy of treating some of the tribal areas as excluded or partially excluded helped in the continuance of traditional tribal systems. However, efforts of British Administration to introduce a system of legal and enforceable rights in land and the new pattern of land settlement brought in a commercial orientation towards the land as a resource. Illiterate and economically backward tribals could not take advantage of the new system of law and courts and in the process lost large portions of their lands. The introduction of cadastral

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survey and settlement also deprived tribals of their rights in land as in many places the tribal was not legally recognised as the owner of land he cultivated. He could merely occupy it till such time as a superior claim got enforced. The new legal system also started superseding traditional customs gradually and the tribal could not withstand the pressure of outsiders. In various tribal regions opening of new channels of communication increased the volume of non-tribal immigration which was further intensified with the opening of mines for commercial exploitation. Under such a situation of economic, social and cultural threat a series of tribal revolts took place during 18th and 19th Centuries. In response to these tribal rebellions, the British Government, after an initial phase of repression, initiated a series of protective legislations and administrative devices to protect interests of tribals as distinct from Hindu and Muslim peasantry. In some cases, the community ownership of land was recognised in contrast to the general pattern of individual ownership for the rest of the country. In this manner to some extent management of land by the community was restored. Also, suitable laws and regulations, particularly for the agency or excluded or partially excluded areas, were enacted which prohibited transfer of land from tribals to non-tribals. In some areas, immigrants were prohibited from acquiring lands in the tribal areas.

A number of important policy initiatives were taken after Independence having far-reaching implications on tribal land economy. Some areas under princely States with concentration of tribal population were merged with new States resulting in non-enforcement of many protective measures of the erstwhile governments. The Constitution envisaged delimitation of scheduled areas inhabited predominantly by the scheduled tribes and the enactment of special regulation and laws affecting land rights of tribals. But many predominantly tribal areas forming part of the erstwhile princely States remained outside the

schedule and did not get the benefit of protective laws for quite some time. The reorganisation of States also led to many changes in administrative boundaries. This resulted sometimes in different regulations being applicable in different regions of the same State without much coordination. Further, the efforts in the direction of planned development also had the effect of opening of the area and consequent migration of population from advanced areas into tribal regions. The new industrial and mining complexes were established which resulted in acquisition of land for non-agricultural purposes. The reservoirs and irrigation projects were also located in tribal areas thereby leading to large scale acquisition of lands held by tribal people. Besides, the projects also attracted huge inflow of non-tribals for carrying out trading and other activities. As a result of these factors, tribals were not only uprooted from their land and traditional habitat but they also began to lose a lot of their traditionally occupied and cultivated lands to incoming non-tribals.

Concern of Government of India

The concern of Government of India in respect of the deteriorating tribal land situation has been adequately expressed in the setting up of a number of Committees and Commissions for making indepth analyses of the problems affecting development of scheduled tribes in general and the problem of land alienation of tribal lands in particular. The Dhebar Commission in 1961, while drawing the attention to the deteriorating land situation in the tribal areas, called for a thorough review of the laws relating to land alienation and for taking up corrective measures in this regard. The Shilu Ao Committee in 1969 urged upon the State Governments to take up vigorous protective measures. A Committee again went into the question of land alienation in 1972 when Tribal Development Agencies were

established in the wake of agrarian unrest in Andhra Pradesh, Bihar and Madhya Pradesh. Besides the Commissioner and the Commissions for SCs/STs in their numerous reports have also highlighted this problem. The National Commission on Backward Areas has exhaustively dealt with this subject in its volume on Development of Tribal Areas. In this background, elimination of exploitation through effective enforcement of protective measures became an integral part of the strategy of tribal development and welfare. The 5th Five-Year Plan recommended preparation and updating of land records in the tribal areas and review of laws relating to tribal land with a view to ensure protection to tribal interests in land in the record of rights in the light of the local traditions and customs of land tenure and communal nature of ownership and land use. The Sixth and Seventh Five-Year Plans have also reiterated the need for taking legislative and administrative measures by States for adequate and effective protection of tribals interests in land.

The Ministry of Home Affairs had in the past circulated a model draft legislation for plugging loopholes in the then existing legal provisions on the subject following the deliberations in the Conferences of State Ministers Incharge of backward areas. The problem of land alienation has also come up for discussion in Revenue Ministers' Conferences and various recommendations for tackling this problem satisfactorily are contained in the consensus emerging from these conferences. On several occasions, Central Ministers and even the Hon'ble Prime Minister have requested State Governments to take necessary legal and administrative measures for checking alienation of tribal land and restoration of alienated land. Working Groups on tribal development set up for the last four five year plans have given adequate coverage to this problem with specific suggestions on how tribal interests in land can be protected.

Planning Commission had also constituted a special committee exclusively on this subject which examined in detail the effect of survey and settlement operations on tribal landholdings. The report of this committee has also highlighted areas of administrative intervention.

In 1986, the Central government constituted a Group of Ministers to look into problems of Tribal Unrest. This Group directed the Department of Rural Development to carry out studies on this subject in the 5th Schedule States and also in Assam and Tripura with a view to determine the magnitude of alienation of tribal lands in these States, the adequacy of laws framed to prevent such alienation and reasons for non-enforcement of laws and the manner in which the legal provisions for restoration of land have been circumvented. On the basis of these studies a comprehensive report on the problem of land alienation was submitted to the Group of Ministers. This Report, among other aspects, dealt with inadequacies of legal provisions and administrative arrangements. The report also recommended specific legal remedies and socio-economic and institutional measures for effective protection of tribal interests in land.

Measures taken so far

Since land is a State subject, the responsibility for enacting necessary legislation as well as ensuring its implementation rests with the State Governments. Most States with substantial tribal population have framed laws for preventing alienation of tribal land and for ensuring restoration of alienated land to the tribals. A review of these laws shows that legislative provisions have been made in these laws, the legal measures as well as administrative steps have failed to make the desired dent on the problem of land alienation. For

example, most State laws on the subject have the objective that tribal land should not pass on to non-tribals through illegal and fraudulent transactions. There are, however, many loopholes in these laws which have resulted in diluting their impact, particularly in view of some rulings of High Courts. Further, the protective provisions in many States do not apply to all tribals outside the scheduled areas. The process of legitimising massive alienation has also resulted from some court decisions which have held that trespass into tribal land does not constitute transfer of these lands. In some areas, unscrupulous elements have acquired control over tribal lands through illegal or fraudulent marriages with tribal girls in whose names they get the lands transferred and whom they just keep as concubines with clear intention of grabbing their land. Benami transactions in favour of tribal farm servants or giving non-tribal children in adoption to tribal parents for grabbing their land are also common instances. The transfer of tribal land to non-tribals is also effected on the basis of wrong declaration or suppression of information about the identity of the individual transferring land. Prolonged litigation in which the tribal becomes a party is generally resorted to by the non-tribal adversary with a view to neutralise the effect of the laws. Even when a tribal wins the final legal battle, the delivery of possession is often delayed for a long time in collusion with the other party. Even when the possession has been formally delivered to the tribal it is not uncommon that the tribal may have been prevented from cultivating his land under threat from the same opponent. At times, false criminal cases are instituted to demoralise him. In such circumstances, most tribals accept defeat and keep quiet rather than to fight it out. The position is further compounded by lack of motivation, illiteracy and lack of knowledge of laws and procedures.

Even the administrative efforts so far made to restore alienated land have been quite inadequate and, in some cases, negligible compared to the complexity and size of this problem. Many State laws do not provide for initiating suo-moto action by the administrative machinery to prevent land alienation. Action can be initiated only after the tribal makes a representation and institutes a case. The State machinery does not take up the cases on behalf of the tribals. Even when petitions are filed, cases are not initiated and when cases are initiated these are not expeditiously disposed of. In respect of cases disposed of, a large number of them go against the tribals even when the legal provisions are clearly in their favour. Though the legal framework itself is unsatisfactory, the inherent resistance of the revenue bureaucracy to implementation of law is also evident.

The thrust in favour of the enforcement of the law is missing in most cases while the situation of indifference towards alienation of tribal land is widespread. This has produced acute discontent among the tribal people. Various reports - official and non-official - have brought it to light that extremist left wing activities in some States like Andhra Pradesh, Maharashtra, Bihar can be attributed to exploitation of tribals by non-tribals and loss of their land is an integral aspect of this exploitation. The agitation for a separate Jharkhand State is most intense in areas where land alienation and displacement is most acute and widespread.

Tribal land alienation and indebtedness

The magnitude of the problem of land alienation among the tribal communities differs from State to State, region to region and tribe to tribe. But indebtedness has been a common feature the intensity of which varies in different areas. Indebtedness

is both a cause and an effect of land alienation. Legal measures to curb the activities of moneylenders and traders exist but have failed to have much effect on the severity of the problem or else the implementation progress has been so weak as to render these provisions ineffective. Besides, tribals due to their social customs, traditions and poor economic base are prone to borrow from moneylenders at extremely exploitative terms. These results in non-payment of loans, mortgaging of lands and eventual alienation of such lands to non-tribals. The process has continued even when loans were taken from public financial institutions. It has been found that while financial institutions have been advancing loans for agriculture and other productive purposes, the moneylenders and traders are known to advance loans more generally to meet domestic consumption needs, medical expenses, religious, cultural and social obligations etc. Lack of a sound national policy to extend consumption credit to poor tribals has made them completely dependent on rapacious moneylenders. Numerous studies on problems of tribal land alienation show that land alienation has occurred as a result of forcible eviction, indebtedness, sale, mortgage, lease of lands by tribals to non-tribals, encroachment, and fraudulent methods adopted by non-tribals to usurp tribal land, benami transfers, collusive court decrees and large scale acquisition for public purposes. It has also been established that the bulk of the alienated land has been in possession of non-tribals who are ever looking for opportunities to take away good quality tribal land after tribals have made investment and efforts in making it fit for cultivation. Poor quality land has been reported to be relatively less prone to alienation.

As against the intensity and complexity of the problem, the general pattern about level of awareness among tribals about dynamics of land alienation as well as remedial provisions is very low. Even where some awareness exists, there are structural

obstacles in converting this awareness into action for restoration of land such as lack of knowledge regarding modalities of seeking relief, reluctance to get entangled in litigation against a powerful adversary, harassment of having to go to court too often, fear of reprisals from encroachers, lack of faith in the administering machinery etc.

Need for intervention

The gravity of the problem of tribal land alienation has again underlined the need for renewed and vigorous efforts to intervene on various fronts in order that tribals are not alienated from the mainstream of the nation and fruits of development accrue to them. This calls for a package of measures, legal, administrative and socio-economic to effectively deal with the problem of alienation of tribal land and protection of their interests and rights in such lands. Land being a State subject in the Constitution, necessary action to give effect to these measures would have to be taken by the State Governments concerned. Accordingly, a package of measures have been outlined below.

PACKAGE OF MEASURES

Legal Measures

1. Extension of laws to all tribal areas:
 - (a) The legal provision for preventing alienation of land belonging to members of scheduled tribes and restoration of alienated land back to them should not remain restricted in their application to scheduled and notified areas only as at present but should extend to members of scheduled tribes in concerned States wherever they are located. While

extending these provisions to non-scheduled and non-notified areas a cut-off date should be prescribed.

- (b) States which have not yet enacted any legislation to prevent alienation of tribal land and its restoration should do so at the earliest. Where the States have made legal provisions on the subject but have not yet enforced them should take steps to implement these measures without any delay.

Complete ban on alienation of tribal land

- (a) The transfer of land belonging to members of scheduled tribes to any person not belonging to scheduled tribes should be completely disallowed by law. Provisions regarding permitting such alienation with the approval of the competent authority should be done away with. No authority should be competent to sanction alienation of land belonging to a member of Scheduled Tribes. Necessary changes in laws should be made to this effect.
- (b) The transfer of land from a member of the scheduled tribes to any person not belonging to scheduled tribes, whether by sale or lease or surrender/abandonment should be completely disallowed under the law. Where a tribal is compelled to dispose of his land, the government shall be empowered to purchase that land at market value and in turn it should allot this land to landless tribals of the area as per guidelines evolved in consultation with the State Tribe Advisory Council wherever such a council exists.

Transactions by non-tribals

- (a) No scheduled bank or financial institution or a department

of State Government shall transfer to a non-tribal person any land belonging to a member of the scheduled tribes whether mortgaged or otherwise for recovery of lease, taccavi or other dues. Where disposal of land so mortgaged becomes inevitable, transfers will be effected in favour of members of scheduled tribes only. In case no person belonging to scheduled tribes comes forward to buy such a land the government shall purchase the land for distribution or allotment to landless persons of Scheduled Tribes of the area.

- (b) In scheduled and notified tribal areas members of scheduled tribes will be given the first right of purchase of land belonging to and proposed to be sold by a person not belonging to scheduled tribes. Law will also provide for government having option to purchase such lands in the event of a tribal not coming forward to purchase it. Lands so purchased will be allotted to landless persons of scheduled tribes of the area as per policy evolved by the State Government in consultation with the Tribes Advisory Council of the State wherever such a council exists.
- (c) It will be incumbent upon a person not belonging to scheduled tribes to immediately report to the competent authority if any rights or interests in tribal land have been acquired by him.

Transfer of land between members of scheduled tribes

Restrictions will be placed on the transfer of land from small and marginal landholders belonging to scheduled tribes to those with larger landholdings and economically better placed among them in order to prevent the further impoverishment of the former.

Acquisition of Land by Government

Acquisition of land of persons belonging to scheduled tribes for ``public purpose'' under various Land Acquisition Laws will be drastically restricted to a minimum number of situations. For this purpose the expression ``public purpose'' will be strictly defined. Acquisition of land belonging to scheduled tribes for housing schemes will be totally prohibited.

Defining alienation/transfer

- (a) ``Alienation'' or ``Transfer'' for purposes of this law will cover not only transfers by sale to a person not belonging to Scheduled Tribes but all kinds of transfers including benami transfers, transfers to wives, ploughmen, servants, adopted sons or daughters, sons or daughters taken in adoption by non-tribals, transfer through marriage with tribal women, transfer through consent decree, declaratory suits, and deeds of surrender or abandonment of land executed by person belonging to scheduled tribes in favour of non-tribals will also be covered.
- (b) Encroachment on the land belonging to a member of Scheduled Tribes or his forcible dispossession from it by a person not belonging to Scheduled Tribes with or without oral or written contract will also constitute `alienation/transfer' and therefore void.
- (c) Any false declaration or suppression of information about status as a member of the scheduled tribes of the transferer or transferee in the deeds of transfer or any other place having a bearing on the problem will also make such transfers null and void.

Over-riding provision

The legal provisions banning transfer/alienation of land of persons belonging to scheduled tribes will prevail over provisions which are not in consonance with them in any other law in force or a law which may be brought into force subsequently.

Obligation of the Registering authority

The law shall make it incumbent upon the Registering authority to satisfy himself before registering a document involving any land of a person belonging to scheduled tribes that provisions concerning transfer or alienation of such land have not been violated thereby. Indian Registration Act will be amended for this purpose.

Limitation

- (a) Provisions will be made for restoration of alienated land belonging to members of scheduled tribes fraudulently irrespective of the period of such alienation in place of existing period of 30 years of limitation without payment of any compensation. The law of limitation will be suitably amended for this purpose.
- (b) The different periods of limitation prescribed for restoration of alienated land belonging to scheduled tribes in some State laws for different areas will be replaced by uniform legal provisions so as to remove discrimination among members of scheduled tribes in different areas. This provision should have retrospective effect.

Jurisdiction of courts

- (a) Civil courts shall have no jurisdiction in proceedings involving transfer of land of persons belonging to scheduled tribes. It shall be expressly provided in the law that no order of any civil court in respect of any matter over which the jurisdiction has been specifically barred would be taken cognisance of.
- (b) Recognising that persons belonging to scheduled tribes are poorly placed educationally and economically for fighting court cases for their rights, State Government shall invariably be impleaded in all proceedings involving land of persons belonging to scheduled tribes and shall defend interests of persons of scheduled tribes in such proceedings.
- (c) Members of scheduled tribes have been frequently made to affix thumb impression or sign papers taking advantage of their credulousness and their simple faith in the spoken word. In Proceedings involving land of scheduled tribes primacy will be given to oral evidence as against documentary evidence in so far as the evidence of a member of scheduled tribe is concerned. The onus of proof that interest in land belonging to a person of a scheduled tribe have been acquired in accordance with the provisions of law will be squarely placed on the non-scheduled tribe claimant. The presumption shall always be that the land in such cases belongs to the scheduled tribe claimant unless proved otherwise.
- (d) The Collector/Deputy Commissioner under the law shall be empowered to take suo-moto action for detection of alienated land belonging to a member of the scheduled

tribe and for its restoration to its Scheduled tribe owner. It will not be necessary for the scheduled tribe land-owner to lodge a formal complaint.

- (e) The Collector/Deputy Commissioner shall have the powers to reopen a case involving alienation of land belonging to a member of the scheduled tribe even if the period prescribed for appeal/revision has expired if he is satisfied that it is in the interest of the member of the scheduled tribe to do so. This power will be exercised within the optimum period of limitation prescribed in the law.
- (f) The number of 'Appeals' and 'Revisions' in the land alienation cases will be restricted in the interest of expeditious disposal of such proceedings.

Speedy restoration of land

- (a) The Law shall provide for summary disposal of all complaints where a person/persons belonging to scheduled tribes have been dispossessed from their lands by non-scheduled tribes persons. The Collector shall be authorised to use force with a view to evict effectively non-tribal persons encroaching upon tribal lands. Where inspite of effectiing eviction of such non-tribals, attempts to dispossess Scheduled tribe owners from their land do not cease, the law of preventive detention or any other law having deterrent provisions shall be used to render assistance to members of scheduled tribes.
- (b) To ensure speedy restoration of alienated land, the law shall provide that the land shall be restored after the order is passed by a competent authority within a maximum period

of two months failing which the Collector/Deputy Commissioner shall pay the usufruct of the land or its monetary equivalent to the Scheduled tribe restoree until the delivery of possession is effected. The responsibility for delivery of possession shall be specifically cast upon the District Collector and the District Superintendent of Police. Non-delivery of formal possession to them within the stipulated period will not invalidate the restoration order or be a ground for reopening the matter by the non-tribal adversary in any court of law.

- (c) Where structures have been erected on alienated land of a person belonging to a scheduled tribe the law shall provide for demolition of such structure at the expense of the Transferee, if the structure is not very substantial. Where the erected structures are very substantial and cannot be easily dismantled/demolished, the Government shall take them over within the stipulated period of two months on payment of nominal compensation to be fixed by the court at the time of passing the restoration order. A separate fund may be created for the purpose of payment of compensation by the government in this regard and placed at the disposal of the District Collector. Thereafter the land along with the building shall be restored to the Scheduled tribe claimant. The amount of compensation paid for the structure can be recovered from Scheduled Tribe beneficiary in easy instalments if the Government so wish. The law shall provide that no separate order for demolition of structure/structures on the alienated land would be necessary once the restoration order has been passed by a Competent Authority. No court shall entertain any proceedings in this regard.

- (d) Where a competent authority has passed order for restoration of land to a scheduled tribe claimant, if an appeal or revision petition has been filed against this order, the disputed land unless it has already been restored to the scheduled tribes claimant shall be placed in the possession of the Government until final disposal of the case. The Government shall be competent to lease this land to any person belonging to Scheduled Tribes during this period of disposal of the case for its management on such terms and conditions as it may specify. No higher Court shall have power to stay such an action and permit a non-tribal adversary to retain possession of the land.

Power to issue guidelines

The State shall be specifically empowered under the law to remove doubts and difficulties and to issue guidelines for implementation of the provisions relating to protection of tribal land from alienation.

Punishment for alienation of tribal land

Apart from being divested of the possession over the tribal land occupied illegally, non-tribal person/persons alienating/occupying land belonging to scheduled tribes shall also be liable for punishment which may extend upto a period of 2 years. The offence shall be cognizable and non-bailable.

Administrative measures

- (a) *Survey of tribal lands:* Highest priority will be accorded to the preparation and updating of land records in tribal areas with active participation of tribal communities. In preparation and updating of land records in tribal areas, the tribal community organisation, and in its absence, trusted representatives of tribal community will be actively and formally associated so that correct entries can be made in the record of rights. Before survey/resurvey and settlement operations are taken up in any tribal area, adequate number of tribal youth shall be trained and inducted into the organisation for carrying out this work. Non-tribal personnel in the survey and settlement organisation shall be trained in the system of tribal land management, customary laws of various communities and statutory measures for their protection before being deployed for this work.
- (b) The Collector/Deputy Commissioner of the District will be empowered to take up correction of land records even after the period of limitation has passed if it is found that the record of rights does not reflect the correct reality in respect of land belonging to persons of Scheduled Tribes.
- (c) In-depth scrutiny of methods of preparation of land records maintenance and updating will be undertaken to identify cases where lands cultivated by tribal individuals or under use of tribal communities particularly those on the higher slopes have been wrongly recorded in the name of government or any other agency on account of faulty techniques of cadastral survey, wrong perceptions of survey and settlement personnel and inadequate comprehension among them about tribal land management system and customary

laws. Immediate measures shall be taken to correct entries in land records in such cases by correctly recording various rights and interests of tribal, both individual and communal. Survey and Settlement techniques will be modified with a view to prevent such wrongs being done in future, if necessary through suitable amendments of the law.

- (d) The tribal community would be recognised as a 'person' under the law so that lands in use of the community or under its control are so recorded in the record of rights.
- (e) The entire land traditionally used for shifting cultivation on rotational basis shall be recorded in the name of the tribal community and individuals who cultivate particular patches of land on rotational basis rather than being recorded in the name of Government or any other agency. Appropriate guidelines shall be issued for recording rights and interests in respect of such lands covered by shifting cultivation to the settlement authorities.
- (f) Land use policies will not be used as an excuse for depriving tribal individuals or the tribal communities of their rights and interests in land without there being a proper provision of law and adequate compensatory mechanism for doing so. Land-use policies can and must be dovetailed with the tribals' retention of rights over the land.

Measures for effective implementation

- (a) States will exempt members of Scheduled Tribes from payment of court fees while filing petitions in appropriate courts for restoration of their alienated land.

- (b) Sufficient number of courts will be set up to dispose of cases pertaining to alienation of tribal land. In tribal concentration areas, special revenue courts will be set up dealing exclusively with this work. These courts will hold hearings and dispose of the proceedings in field camps.
- (c) Mobile squads will be created for detection of cases of alienation of tribal land in highly alienation prone urban/industrial areas as well as for enforcement of court orders restoring alienated land to tribal claimants.
- (d) Extracts of land records concerning tribal landholdings shall be periodically furnished to rights and interests holders suo-moto by the District Collector. Where land belonging to a member of the scheduled tribe is involved in a court proceedings, a copy of the judgement of the court shall be suo-moto given to the tribal party free of cost.
- (e) Presiding officers of courts entrusted with disposal of cases pertaining to tribal land shall be given in service training periodically to improve their knowledge of legal provisions, court rulings, understanding of tribal land system and tribal languages and skills related to writing of judgement/orders.
- (f) A cell will be created in the State headquarters for review of important judicial pronouncements on the legal provisions relating to tribal land so that necessary changes can be effected in the law whenever necessary in the light of these judgements.

- (g) The progress regarding detection of cases of alienation of tribal land disposal of such cases enforcement of court orders regarding restoration in these cases shall be effectively monitored through a computerised information system at the State Headquarters.
- (h) Vigorous implementation of other protective measures such as Debt Redemption Act, Moneylenders Act, Bonded Labour Abolition Act will be undertaken to check intensity of land alienation in tribal areas.
- (i) In the procedure for advancement of loans, execution of agreements will be so prescribed as to require completion of formalities and payment to be made in the presence of village community and compulsory attestation by some of them with a view to protect tribals from being cheated.

Socio-economic measures

Participation of tribal community in implementation

Specific role would be assigned to traditional tribal community organisations in detection of cases of alienation of tribal land and their restoration. This role may include the following:

- 1) entertaining complaints of alienation of tribal land;
- 2) making an enquiry into such cases;
- 3) authorising the community to direct to adversary party to move out of the land if tribal claim is found correct;

- 4) reporting the matter to appropriate revenue court/ authority in the event of non-tribal refusing to accept the direction of this body;
- 5) giving evidence in a court of law about the authentic identity of tribal land, its owner and holder, the manner in which land has been alienated and the period for which alienation has persisted;
- 6) Certificate of lands which have been traditionally in the use of tribal community or have been under its control or have been used for shifting cultivation;
- 7) management of lands surrendered to government or abandoned or in the custody of court;
- 8) mobilising community pressure against forcible eviction of tribals from their lands, for enforcement of restoration order passed by the competent authority and exerting pressure on concerned administrative functionaries for this purpose;
- 9) creating awareness among the members of the Scheduled Tribes about the legal provisions concerning alienation of tribal land and manner in which relief against such alienation can be obtained.

Traditional tribal community organisations may be recognised as an agency for disbursement of petty cash or loans for consumption and meeting other social needs of members belonging to scheduled tribes.

A small revolving capital may be placed at the disposal of these organisations who will also be responsible for realising

these loans. This will help check the intensity of indebtedness among tribals and rapacious exploitation by moneylenders.

A well designed awareness programme will be launched with the following activities:

- a) creating awareness among tribal masses about protectionist provisions concerning tribal land and method of seeking relief under the law;
- b) training of educated tribal youth as facilitators of tribal masses in obtaining restoration of their land;
- c) mobilising tribal community organisations/ institutions in detection of alienated tribal land and its restoration;
- d) harnessing and channelising the consciousness of tribal masses about their exploitation into requisite pressure groups for assertion of their rights, for providing much needed evidentiary support in court cases and for keeping enforcement machinery on the alert and non-tribal transferees under check;
- e) building up a cadre of sympathetic lawyers to argue cases of tribals in courts; to encourage educated tribal youth to assume this role;
- f) reorganisation of traditional tribal community structures as development institutions for extension of credit and implementation of poverty alleviation programmes.

Employment Guarantee Scheme of Maharashtra - A Descriptive Account

Introduction

With a view to alleviating poverty by providing gainful employment to the poorer section of the community in rural areas as well as 'c' class municipal councils in the state of Maharashtra, the employment guarantee scheme was started in the year 1972. The State Government has given the statutory support to the guarantee of employment through the enactment of the Maharashtra Employment Guarantee Act, 1977, which has been brought into force from 26th January, 1979.

Objectives of the scheme

The principal aim of the employment guarantee scheme is to provide gainful and productive employment, to the people in the rural areas and in the areas of 'c' Class Municipal Councils, who are in need of work and are prepared to do manual labour but cannot find it on their own. The employment has to be gainful to the individual and productive to the economy of the State. The guarantee to provide work has been restricted to unskilled manual work. The basic objective of the scheme is that on completion of the works undertaken, some durable community assets should be generated and that the wages paid to the workers should be linked with the quantity of work done.

Information relevant to employment in rural areas of Maharashtra as per 1981 census is as under :

A)	(a)	Total No.of districts in the State (including greater Bombay)	:	30
	(b)	Total No.of districts in which E.G.S is implemented	:	29
	(c)	No.of districts in which Tribal sub-plan is implemented	:	14
	(d)	Total No.of Tehsils in the state	:	303
	(e)	No. of Tehsils in which E.G.S is implemented	:	300
	(f)	No. of blocks	:	298
	(g)	No. of Tribal Blocks	:	31

(h)	Total No. of municipalities including A& B class municipalities	: 222
(i)	No. of `C' class municipalities	: 155
(j)	No. of villages	: 39,354
(k)	Total population of Maharashtra (1981 census)	628 lakhs
(l)	Total rural population	408 lakhs
(m)	% of rural population to total population	65%
(n)	Scheduled caste population in rural area	30.66 lakhs
(o)	Scheduled tribes population in rural area	51.70 lakhs

**B) Small, marginal farmers and agriculture labourers.
As per 1976-77 agriculture census.**

(a)	No. of small farmers having owned land 1 to 2 hecets.	36,86,544
(b)	No. of marginal farmers having owned land upto 1 hect.	19,25,042
(c)	Agriculture labourers	61,19,159
(d)	Below poverty line rural families, (1981 census). (Annual income less than Rs.3600/- per family)	34,34,329

C) Registration of employment seekers as on 31-10-1984

222	(a) Total no.of workers registered.	43,26,806
	i) Male	23,05,434
155	ii) Female	20,21,372
	(b) Scheduled caste workers	8,22,496
39,354	i) Male	43,175
	ii) Female	3,90,738
28 lakhs	(c) Scheduled tribes workers	8,79,970
38 lakhs	i) Male	4,64,762
5%	ii) Female	4,15,208

0.66 lakhs

Salient features

- 1.70 lakhs
- 3.
- 5,86,544
- 9,25,042
- 1,19,159
- 4,34,329
- 1984
- (i) All adult persons residing in villages and 'C' class Municipal councils areas are covered under this programme. However, a person who is more than 15 year old but less than 18 years can also be given employment under this scheme if there is no earning member in the family.
- (ii) The guarantee is given at the district level. The person demanding the work has no choice of particular work. The guarantee is to provide work anywhere in the district, though operationally works are normally provided within the panchayat samiti area. If the work is not available within the radius of 8 km. where the employment seeker lives then, work is provided beyond 8 km. from his residence anywhere in the district, with necessary camping arrangements and travelling expenses (once while going to the work and again after completion of work or closure of work, for returning to residence).
- (iii) The works are implemented through the Government

Departments, like irrigation, public works, Agriculture, Forest and Zilla Parishads (referred to as implementing agencies).

- (iv) Employment seeker has to get his name registered under this scheme with the Registering Authority of the village i.e. Talathi or Gramsevak by filling form No.1 prescribed under rules. Thereafter he/she has to ask for employment under Employment Guarantee Scheme from Samiti Officer (Tahsildar) or from Registering Authority in the concerned village by filling up form No.4. The Samiti Officer has to provide work under the scheme within 15 days after the receipt of application in form No.4 i.e. ``demand for work''. The employment seeker is required to declare that he will work for a continuous period of at least 30 days on the work to which the Samiti Officer has directed. The Samiti Officer directs the employment seeker to the implementing agency of the work by giving the employment seeker directive in form No.7. The implementing agency has to employ the person on the work, if the person presents himself on work within 7 days of the receipt of the letter issued by the Samiti Officer. Failure to provide employment creates the liability on the State for payment of unemployment allowance at the rate of Rs.2 per day.
- (v) Only productive works are permitted under the scheme. With a view to minimise the recurrence of drought in the State, it has been prescribed that moisture conservation and water conservation works should be given priority. Accordingly, priority of works is fixed as follows:
 - (a) *Moisture and water conservation.* Labour intensive components of major and medium irrigation projects, canal works, state and local sector minor irrigation, percolation and storage tanks and underground bandharas.

- (b) Soil conservation and land development works.
- (c) Afforestation.
- (d) Road works included in the 1981-2000 road plan.
- (e) Flood protection measures.
- (vi) The works which have unskilled wage component of more than 60% of the total cost of work are permitted under the employment guarantee scheme. Exception is done about those canal works of major and medium irrigation projects, which involve rock cutting. For such canal works the minimum wage component has to be at least 50%.
- (vii) The works are invariably executed departmentally by engaging labourers on muster rolls. The labourers are however, not paid according to the number of days they remain present on the work but are paid according to the quantity of work done on the basis of rates fixed for different items of work. These rates for different items are so fixed that an average person working diligently for 7 hours a day, should earn wage equal to the minimum wage prescribed for agriculture labour for the concerned zone, under the minimum wages act. Exception is however made in the case of the work of gorge filling of tanks which is allowed to be done through piece workers so that it gets completed before onset of monsoon and risk of partly completed work getting washed away by flood is avoided. Similarly exception is made of rock blasting work of canals.
- (viii) Ex-gratia payment upto Rs. 5,000 is admissible in case of death or disablement of a worker on the work.
- (ix) Welfare amenities are provided to the workers such as potable water, creches, rest shade, first aid facilities etc.

Planning of works

The scheme is so operated that works having sufficient labour potential are in progress according to the employment need. Care is taken to see that the availability of labour for normal agricultural operations in the district is not adversely affected and the scheme is not activated when work is available on other plan or non-plan works in progress. The Collector prepares an annual plan for employment guarantee scheme works in his district for the period from 1st October, to 30th September of next year. In addition to on-going schemes a shelf of approved schemes is kept ready so that the employment that can be provided (measured in terms of mandays) is 150 per cent of the expected employment need during the ensuing year.

Sanction and implementation of works under EGS

The Collector is empowered to sanction the works costing upto Rs.10 lakhs and the Commissioner upto Rs.15 lakhs. Works costing above Rs.15 lakhs are to be approved by the State Government.

The condition for starting works

The full requirement of labour of agriculture sector as well as on plan and non-plan works of the Government/Local bodies should be first met. Thereafter labour potential of existing on-going EGS works should be fully exhausted. New EGS works can be started thereafter. New works under the scheme can be commenced if only (a) atleast 50 labourers become available for that work, and (b) the workers can't be absorbed on the on-going EGS Plan, non-plan works or schemes. However, exception can be made for works in hilly areas. Similarly, afforestation works also can be taken up wherever necessary to do so.

Organisational arrangement for implementing the scheme

- i) Three-tier administrative set-up has been evolved to ensure close and effective liaison and continuous supervision over the programme. Committees for planning, Direction, Control and Coordination have been set up at the State, District and Panchayat Samiti level.
- (ii) At the State level, the planning Department is in overall charge of the programme covering all aspects of planning, administration, provision of funds, monitoring and evaluation of the programme.
- (iii) The Commissioner of the Revenue Division controls EGS works in his Division.
- (iv) The Collector is in overall charge of the programme at the district level.
- (v) At Panchayat Samiti level, the Tahasildar has been assigned the functions of the assessment of demand for employment and deployment of labourers on different works in the Panchayat Samiti area.

Inspection and Vigilance

- (i) The inspection and the vigilance duties are assigned at the divisional level to the Commissioner with the assistance of the Officer on Special Duty in each division. In addition to this, Collectors, Chief Executive Officers of Zilla Parishads, Deputy Collectors, Tahasildars and Supervisory Officers of the implementing agencies are duty bound to supervise and inspect the EGS works, as per the norms prescribed.
- (ii) To minimise the malpractices, the Divisional Commissioner has been given special powers. Further, a High Level Vigilance Committee under the Chairmanship of Secretary (RE) has been constituted. Vigilance Squads have also been constituted at

District/Divisional and state levels. The labourers have been given identity cards-cum-wage book in which his attendance and the wages received by him are shown, which also helps in reducing the instances of malpractices.

Resources

In order to raise resources for the implementation of the scheme, the State Government has levied special taxes as shown below:

- (i) Tax on profession, trades, callings and employment.
- (ii) Additional tax on motor vehicles for Employment Guarantee Scheme.
- (iii) Additional tax on Sales Tax for the Employment Guarantee scheme.
- (iv) Special assessment of irrigated agriculture land.
- (v) Surcharge on land revenue for Employment Guarantee Scheme.
- (vi) Tax on non-residential urban lands and buildings under Maharashtra Education Cess Act, for Employment Guarantee Scheme.

The State Government has to make a matching contribution equal to the net collection of taxes and levies as mentioned above, every year.

Peoples' participation

- (i) Consequent to the keen interest evinced at all levels, in the rural employment programme, the State Legislature has constituted a Special Legislature Committee to examine, assess and evaluate

the working of the State's employment guarantee scheme, with special reference to benefits accrued to and the impact made on the people employed under the scheme, and to find out the deficiencies and shortcomings, if any and to suggest measures to remove them and to improve the said scheme.

- (ii) At the district and Panchayat Samiti levels, District and Panchayat Employment Guarantee Committees respectively are appointed. In such committees, persons belonging to the backward classes, labourers and the representatives of registered unions of the agriculture labour are appointed. Adequate representation to women is also provided on these District and Panchayat Committees.
- (iii) A committee called Employment Guarantee Scheme i.e.(Rojgar Hami Parishad) is also constituted to evaluate the Scheme from time to time and advice Government about improvements needed if any. The Chairman and members of this committee are appointed by Government.

Some modifications in the Employment Guarantee Scheme

- (i) Under the Government Resolution, Planning Department No.Egs-2089/CR-72/EMP-6, dt.22nd June,1989, Government has formulated a special programme captioned as ``Shram Shaktidware Gram Vikas'' as a sub scheme of the Employment Guarantee scheme.
- (ii) The optimum utilisation of the water received during the year, well conceived planning of the entire village,land utilisation in the village for optimum food production, development of labour intensive small industries like ``Ambar Charkha'', sericulture etc. are the basic aspects of village development. It is proposed to take up all edvelopment works in a village in an integrated manner. There will be proper backward and forward linkages while taking up works. Thus for example the

work of a percolation tank will be properly linked with construction of wells, and installation of pumps etc. in the benefited area so that the benefit of storing water is reaped early. Programme envisages co-ordination of the other developmental activities such as Jawahar Rozgar Yojana, Integrated Rural Development Programme etc. Once a village is selected for this new programme, the implementation will be continued in that village, till all the items of work taken up under this new programme in that village are completed. The objects of this programme are to provide employment to the rural people in their own village, to reduce pressure on land and to have development of the village. The village development works such as soil and moisture conservation, afforestation, social forestry, fish ponds, minor irrigation, farm forestry, horticulture etc., will be taken up under this scheme. Individual beneficiary schemes such as wells, horticulture, farm forestry will be taken up at Government costs, in the case of the lands owned by small and marginal farmers as per NABARD definition. In respect of the remaining categories of beneficiaries, 50% of the expenditure will have to be borne by concerned cultivators/beneficiaries.

To become eligible for selection by Government in this sub-scheme of EGS, the Gram Sabha of the village will have to approve at least by 2/3 majority, the conditions like making available at least 50 labourers per day. ``Sharamdan'' by 2 persons in a family for one day in a month if they are not landless labourers or if this is not possible, bear the expenditure of equivalent labour days. The village has to agree to stall feeding of cattle, and no cutting of trees illegally.

Progress of expenditure and mandays

Year-wise total expenditure, wage expenditure and mandays generated from the year 1976-77 and onwards are given in the following table.

(Rs. & Mandays in crores)

Sr. No.	Year	Total Expendr.	Expnd. on wage	% of wage Exp.	Mandays EGS
1	2	3	4	5	6
1.	1976-77	15.10	38.35	75.04	13.65
2.	1977-78	51.54	38.13	73.98	11.73
3.	1978-79	74.17	59.03	79.58	16.35
4.	1979-80	109.23	89.45	81.89	20.54
5.	1980-81	122.12	92.69	75.90	17.15
6.	1981-82	126.17	98.09	77.74	15.60
7.	1982-83	130.93	99.78	76.20	12.80
8.	1983-84	184.98	139.37	75.34	16.45
9.	1984-85	232.04	147.77	63.68	17.80
10.	1985-86	271.57	181.99	67.01	18.95
11.	1986-87	243.03	154.37	64.75	18.76
12.	1987-88*	283.92#	153.36	60.00	13.33
13.	1988-89*	254.23	126.26	50.00	8.13
14.	1989-90*	239.27	123.40	53.30	7.80
	(Upto sept.89)				
15.	1990-91	235.00	140.00	60.00	9.50

*Provisional

Note : Rs.283.92 includes arrears of foodgrains subsidy of Rs.34.18 crores. Hence actual expenditure = Rs.249.74 crores.

Labour Attendance

The yearwise and monthwise labour attendance under the EGS during last six years is given in the following table :

(Figures in lakhs)

Month	Yearwise, monthwise labour attendance on the last day of the month								
	82-83	83-84	84-85	85-86	86-87	87-88	88-89*	89-90*	90-91*
April	5.70	7.71	6.07	7.31	6.86	9.57	5.35	5.34	3.31
May	4.54	8.44	6.23	8.20	7.65	9.40	5.32	5.32	3.47
June	4.03	8.03	5.99	7.48	7.40	7.69	3.33	3.32	2.97
July	3.51	6.48	5.26	5.15	6.21	5.23	1.74	1.73	1.48
August	3.94	4.38	4.73	4.75	5.23	4.11	1.29	1.29	1.14
September	4.47	3.21	6.01	5.87	4.82	3.57	0.80	1.10	0.90
October	3.87	2.82	4.69	5.49	4.20	2.27	0.85	0.97	0.84
November	3.71	2.91	4.75	5.05	3.74	2.66	0.90	0.96	0.75
December	4.57	4.72	5.90	6.96	4.94	3.61	1.51	1.23	1.04
January	5.01	5.61	7.16	6.49	6.01	4.46	1.82	1.86	1.90
February	5.56	6.30	7.48	6.39	7.39	4.72	2.38	2.46	2.47
March	7.28	5.95	7.55	6.68	10.61	4.93	3.09	3.07	2.53

* Provisional

Categorywise Expenditure

The categorywise percentage of expenditure during last some years is given in the following Table.

Year	Percentage of total expenditure					
	Irriga- tion	Agricul- ture	Forests	Road	Others	Total
1982-83	40.7	18.2	6.2	32.4	1.15	100% (130.93)
1983-84	39.9	15.6	5.9	34.0	4.6	100% (184.98)
1984-85	32.3	15.4	5.5	31.0	15.8	100% (232.04)
1985-86	27.7	14.5	7.0	36.6	14.2	100% (271.57)
1986-87	24.5	13.1	7.2	31.0	24.2	100% (243.03)
1987-88	19.1	15.1	6.6	24.4	34.8	100% (283.92)
1988-89	19.8	15.3	10.7	20.6	33.6	100% (254.23)
1989-90	17.5	16.5	17.2	21.3	27.5	100% (239.28)
1990-91	14.7	13.4	16.5	19.3	22.6	100% (235.00)

The fig. of expenditure shown in brackets are in Crores.

In all, 255383 different types of works were sanctioned under the EGS since its commencement till March, 1991. Out of these works, 196333 works are completed. The broad categorywise number of works sanctioned and completed till March, 1991 is given in the following table :

Category	No. of Works (Provisional)	
	Sanctioned	Completed
1. Labour intensive component of Major and Medium Irrigation Projects and canal works	38779	25938
2. Minor Irrigation Works		
(a) Minor Irrigation Works		
(b) Percolation Tanks		
(c) Other Minor Irrigation Works		
3. Soil Conservation and Land Development (Blocks)	155443	129516
4. Afforestation and other Forest Works	20260	13650
5. Road Works	31175	20954
6. Other Works	9736	6214
	255383	196333

Centrally sponsored scheme

For rural employment, Government of India has also sponsored some programmes. The National Rural Employment Programme (NREP) and the Rural Landless Employment Guarantee Programme (RLEGP) were started from the year 1982-83 and 1983-84 respectively. From

1-4-1989, these two programmes were merged to form a new rural employment programme called Jawahar Rojgar Yojana (JRY). It is worthwhile to take a note of aggregate rural employment under all these programmes. This is shown in the table below.

Year	Expenditure				Mandays generated			
	EGS	NREP	RLEGP	TOTAL	EGS	NREP	RLEGP	TOTAL
82-83	130.92	15.79	--	157.22	12.80	1.65	--	14.45
83-84	184.98	27.47	2.37	196.74	16.45	2.40	N.A.	18.85
84-85	232.04	45.58	35.93	232.84	17.80	3.90	3.28	24.38
85-86	271.57	37.25	37.90	323.07	18.95	2.50	2.32	23.77
86-87	243.03	38.35	35.65	302.76	18.76	2.38	2.33	23.47
87-88	283.92	43.05	37.64	345.85	13.33	2.65	2.41	18.39
88-89	254.23	52.32	51.17	370.30	8.13	2.59	2.59	13.31
89-90	239.28	-	210.56	449.84	7.80	-	7.95	15.75
90-91	235.00	-	192.55	427.55	9.50	-	8.50	18.00

Scarcity conditions

The requirement of labour employment increases in scarcity or akin to scarcity conditions. The information about scarcity conditons in the state in terms of number of districts, talukas and villages affected due to scarcity is given in the following table.

Financial Year	Season	District	Talukas	Villages
1982-83	Kharif	20	111	6048
	Rabi	-	NIL	-
1983-84	Kharif	17	86	10319
	Rabi	11	41	2323
1984-85	Kharif	21	169	17637
	Rabi	12	62	2958
1985-86	Kharif	19	102	6517
	Rabi	15	78	4739
1986-87	Kharif	23	219	26867
	Rabi	16	99	7042
1987-88	Kharif	13	83	6012
	Rabi	8	25	505

ANNEXURES

Sl.No	State/UTs	Minimum Wages (Rs. per Manday)								Proportion of Pop. below Line (Old Cris.)		Proportion of rural popu- lation below Line (New Cris.)		%age Pop. below Poverty line/Minimum Wages							
		1985 -86	1986 -87	1987 -88	1988 -89	1989 -90	1990 -91	1991 -92	1991 -92	1985 -86	1986 -87	1987 -88	1988 -89	1989 -90	1990 -91	1991 -92					
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18				
1.	Andhra Pradesh	12.00	12.00	12.50	12.50	12.50	12.50	17.00	9.669	7.422	0.81	0.81	0.77	0.77	0.59	0.59	0.44				
2.	Assam	11.00	11.00	16.00	16.00	16.00	16.00	16.00	0.073	0.117	0.01	0.01	0.00	0.00	0.01	0.01	0.01				
3.	Bihar	12.00	12.00	17.00	17.00	17.00	25.00	25.00	2.024	2.027	0.17	0.17	0.12	0.12	0.12	0.08	0.08				
4.	Goa	10.00	15.85	15.85	15.85	20.50	20.50	24.00	14.224	14.871	1.42	0.90	0.90	0.90	0.73	0.73	0.62				
5.	Gujarat	10.00	12.00	18.00	18.00	18.00	18.00	25.00	0.107	0.130	0.01	0.01	0.01	0.01	0.01	0.01	0.01				
6.	Haryana	9.00	11.00	11.00	11.00	20.00	20.00	20.00	3.332	3.056	0.37	0.30	0.30	0.30	0.15	0.15	0.15				
7.	Himachal Pradesh	15.73	15.73	19.25	19.25	30.75	30.75	33.45	0.941	0.731	0.06	0.06	0.05	0.05	0.02	0.02	0.02				
8.	Jammu & Kashmir	10.00	12.00	15.00	15.00	18.00	20.00	22.32	0.407	0.262	0.04	0.03	0.03	0.03	0.01	0.01	0.01				
9.	Karnataka	11.50	11.50	13.50	15.00	15.00	15.00	15.00	0.576	0.366	0.05	0.05	0.04	0.04	0.02	0.02	0.02				
10.	Kerala	7.80	8.25	9.80	9.80	12.00	12.00	16.00	4.675	4.646	0.60	0.57	0.48	0.48	0.39	0.39	0.29				
11.	Madhya Pradesh	15.00	15.00	15.00	15.00	15.00	15.00	23.00	3.802	2.524	0.25	0.25	0.25	0.25	0.17	0.17	0.11				
12.	Maharashtra	9.20	9.65	10.00	11.00	11.00	13.70	20.27	8.392	9.842	0.91	0.87	0.84	0.76	0.89	0.72	0.49				
13.	Manipur	8.00	8.00	8.00	14.00	14.25	14.25	14.25	8.056	7.950	1.01	1.01	1.01	0.58	0.56	0.56	0.56				
14.	Mizoram	10.50	10.50	13.50	13.50	25.20	25.20	25.20	0.087	0.056	0.01	0.01	0.01	0.01	0.00	0.00	0.00				
15.	Nagaland	11.00	11.00	11.00	15.00	15.00	15.00	25.00	0.140	0.176	0.01	0.01	0.01	0.01	0.01	0.01	0.01				
16.	Nagaland	12.00	12.00	16.00	28.00	28.00	28.00	28.00	0.042	0.072	0.00	0.00	0.00	0.00	0.00	0.00	0.00				
17.	Orissa	15.00	15.00	15.00	15.00	15.00	15.00	15.00	0.123	0.194	0.01	0.01	0.01	0.01	0.01	0.01	0.01				
18.	Punjab	6.00	10.00	10.00	10.00	10.00	25.00	25.00	4.461	4.862	0.74	0.45	0.45	0.45	0.19	0.19	0.19				
19.	Rajasthan	15.96	16.44	24.00	27.85	27.85	31.70	37.00	1.001	0.619	0.06	0.06	0.04	0.04	0.02	0.02	0.02				
20.	Sikkim	11.00	11.00	11.00	14.00	14.00	22.00	22.00	3.959	4.740	0.36	0.36	0.36	0.28	0.34	0.22	0.22				
21.	Tamil Nadu	11.00	13.00	14.00	14.00	14.00	14.00	17.00	0.052	0.077	0.00	0.00	0.00	0.00	0.01	0.01	0.00				

Sl.No	State/UTs	Minimum Wages (Rs. per Manday)										Proportion of rural Pop. below Line		Proportion below pov. Line		%age Pop. below Poverty line/Minimum Wages													
		1985 -86	1986 -87	1987 -88	1988 -89	1989 -90	1990 -91	1991 -92	1991 Line	1992 Line	1991 Line	1992 Line	1985 -86	1986 -87	1987 -88	1988 -89	1989 -90	1990 -91	1991 -92										
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19											
22.	Tamil Nadu	8.00	10.00	10.00	10.00	15.00	15.00	15.00	7.961	6.664	1.00	0.80	0.80	0.80	0.44	0.44	0.44	0.44											
23.	Tripura	10.00	10.00	14.00	14.00	14.00	16.00	16.00	0.262	0.208	0.03	0.03	0.02	0.02	0.01	0.01	0.01	0.01											
24.	Uttar Pradesh	8.75	11.50	13.50	13.50	18.00	18.00	18.53	17.826	19.865	2.04	1.55	1.32	1.32	1.10	1.10	1.10	1.07											
25.	West Bengal	12.00	12.00	16.34	16.34	19.65	19.65	22.88	7.622	8.302	0.64	0.64	0.47	0.47	0.42	0.42	0.42	0.36											
26.	A & N Island	10.60	10.60	18.50	18.50	20.50	20.50	20.50	0.017	0.027	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00											
27.	Chandigarh	14.00	16.12	21.60	21.60	21.60	33.30	33.30	0.003	0.005	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00											
28.	D & N Haveli	9.00	9.00	11.00	11.00	11.00	14.00	14.00	0.016	0.018	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00											
29.	Daman & Diu	10.00	12.00	12.00	18.00	18.00	18.00	18.00	0.024	0.014	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00											
30.	Delhi	13.60	15.90	18.80	21.60	21.60	28.85	28.85	0.063	0.090	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00											
31.	Lakshadweep	10.00	10.00	12.00	12.00	18.00	18.00	18.00	0.004	0.005	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00											
32.	Pondicherry	10.00	10.00	10.00	10.00	11.00	15.00	27.00	0.059	0.059	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.00											
												100.000	100.000	10.62	8.96	8.30	7.70	6.56	5.92	5.16									
												9.42												11.16	12.05	12.99	15.24	16.89	19.38
												Weighted minimum Wage at National Level.																	

Weighted minimum Wage at National Level.

Formula = 100/(P/W)

**Year-Wise Allocation, Release, Utilisation of Resources and Employment Generation
under Wage Employment Programmes during VI Plan, VII Plan & 1990-91 & 1991-92**

	Allocation (Rs. in Crores)										Release (Rs. in Crores)										Employment Generation (Lakh Mandays)	
	CENTRAL										CENTRAL										Target utilisation (Col. 13/12)	Achieve- ment (Col. 16/15)
	Pro- gramme	Cash Funds	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17					
Sixth Plan																						
NREP	1142.33	②		1142.33	794.47	1936.80	1079.68	②	1079.68	794.20	1873.88	1834.26	97.89	17238.83	17751.85	102.38						
RLEGP	600.00	②②②		600.00	—	600.00	493.99	②②②	493.99	—	493.99	384.74	77.88	3600.00	2628.06	73.00						
Total	(i)	1742.33	1742.33	794.47	2536.80	1573.67			1573.67	794.20	2367.87	2219.00	93.71	20938.83	20379.91	97.33						
Seventh Plan																						
1985-86																						
NREP	229.93		229.93	438.87	227.50	666.37	249.80	349.01	598.81	264.57	622.35	531.95	85.47	2280.00	3164.14	138.78						
RLEGP	499.00		499.00	595.00	—	595.00	496.31	107.57	603.88	—	603.88	453.17	75.04	2037.32	2475.76	120.34						
Total	(ii)	728.93	192.00	920.93	227.53	1148.46	726.06	244.14	970.20	256.03	1226.23	985.12	80.34	4337.32	5639.90	130.03						
1986-87																						
NREP	229.90		208.97	438.87	227.50	666.37	249.80	349.01	598.81	264.57	863.38	717.77	83.13	2750.83	3953.92	143.74						
RLEGP	495.75		212.13	707.88	—	707.88	489.79	229.24	719.03	—	719.03	635.91	88.44	2364.47	3061.43	129.48						
Total	(iii)	725.65	421.10	1146.75	227.50	1374.25	739.59	578.25	1317.84	264.57	1582.41	1353.68	85.55	5115.30	7015.35	137.14						
1987-88																						
NREP	369.04		228.20	597.24	365.31	962.55	363.13	272.04	635.17	329.52	964.69	788.31	81.72	3635.58	3707.74	101.98						
RLEGP	477.00		226.09	703.09	—	703.09	478.33	235.56	713.89	—	713.89	653.53	91.54	2684.15	3041.06	113.30						
Total	(iv)	846.04	454.29	1300.33	365.31	1665.64	841.46	507.60	1346.06	329.52	1678.58	1441.84	85.90	6319.73	6748.80	106.79						

		Allocation (Rs. in Crores)										Release (Rs. in Crores)										Employment Generation (Lakh Mandays)	
		CENTRAL										CENTRAL											
	Pro- gramme	Cash Funds	Value of Food grains	Total	State	Total	Cash Funds	Value of Food- grains	Total	State	Total	Utilisation (Col. 13/12)	% utilisation (Col. 13/12)	Target	Achieve- ment	% Achieve- ment	Age						
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17							
1988-89																							
	NREP	407.20	123.56	530.76	404.70	935.46	386.36	92.70	479.06	390.54	869.60	901.85	103.71	3426.78	3949.64	115.26							
	RLEGP	603.00	105.44	708.44	-	708.44	714.39	65.31	779.70	-	779.70	669.37	85.85	2604.19	2965.57	113.88							
	Total	(v)	1010.20	229.00	1239.20	404.70	1643.90	1100.75	159.01	1258.76	390.54	1649.30	1571.22	92.27	6030.97	6915.21	114.66						
	(vi) TO (v)	3310.82	1296.39	4607.21	1225.04	5832.25	3407.86	1488.00	4895.86	1240.66	6136.52	5351.86	87.21	21803.32	26319.26	120.71							
1989-90	JRY	2044.90	61.17	2106.07	574.60	2630.67	2044.90	94.22	2139.12	550.59	2689.71	2459.54	91.41	8757.25	8643.87	98.71							
	Total	(vii)	5355.72	1357.56	6713.28	1749.64	8462.92	5432.76	1582.22	7034.98	1791.25	8826.23	7810.40	88.49	30560.57	34963.13	114.41						
1990-91	JRY	2103.73	1	2103.73	524.07	2627.80	2000.95	1	2000.95	528.23	2529.18	2386.48	102.27	9291.04	8732.29	93.99							
1991-92	JRY	2100.00	1	2100.00	523.13	2623.13	1814.80	1	1814.80	453.14	2267.94	1990.90	70.15	8152.90	5019.75	61.57							
(upto JAN '92)																							

1. Value of Foodgrains at issue price including subsidy and transportation

● Central Assistance was given in Cash only.

●● Including value of foodgrains at subsidised rate.

Statement indicating total expenditure and employment generated under wage development programmes in Maharashtra

S.No.	Year	(Rs. in crores)				Total employment generated (million mandays)
		EGS	NREP	RLEGP	JRY Total	
1.	1981-82	126.17	31.15	—	-157.32	202.84
2.	1982-83	130.93	15.79	—	-146.77	146.89
3.	1983-84	184.98	27.47	—	-212.45	182.90
4.	1984-85	232.03	45.48	38.30	-315.81	243.85
5.	1985-86	266.00	36.48	37.90	-340.38	242.25
6.	1986-87	246.27	38.35	35.62	-320.24	235.35
7.	1987-89	254.23	52.32	51.11	-357.66	133.01
9.	1989-90	239.28	—	-210.59	449.87	157.58
10.	1990-91	235.00	—	-192.55	427.55	180.03

**Statement indicating employment generated under wage employment programmes in Maharashtra
and average mandays generated per poor family**

	(Million Mandays)					No. of families below poverty line (in million)	Average employment per poor family (mandays)
	EGS employment	NREP employment	RLEGP employment	JRY emp.	Total (1+2+3)		
1981-82	156.04	46.80	—	—	202.84	3.522	57.59
1982-83	128.05	18.84	—	—	146.89	3.522	41.73
1983-84	164.54	18.36	—	—	182.90	3.522	51.93
1984-85	178.05	33.03	32.77	—	243.85	3.522	69.24
1985-86	189.52	25.00	27.73	—	242.25	3.522	68.78
1986-87	188.26	23.76	23.33	—	235.35	3.522	66.82
1987-88	130.66	26.22	24.13	—	181.01	3.522	51.39
1988-89	81.27	25.85	25.89	—	133.01	3.522	37.77
1989-90	77.99	—	—	79.59	157.58	3.522	44.74
1990-91	95.01	—	—	85.02	180.03	3.522	51.12

Statement indicating total expenditure, employment generated, cost of one manday and average wage paid under EGS in Maharashtra

Sl. No.	Year	Total Expd. (Rs. in Crores)	Total Employment generated	Average cost/ Mandy (Rs.) (Million)	Wages paid/ Mandy (Rs.)	% of wages to cost of Mandy
1	2	3	4	5	6	7
1.	1981-82	157.32	202.84	7.76	6.28	80.93
2.	1982-83	146.72	146.89	9.99	7.80	78.08
3.	1983-84	212.45	182.90	11.62	8.47	72.89
4.	1984-85	315.81	243.85	12.95	8.30	64.09
5.	1985-86	340.38	242.25	14.05	9.60	68.33
6.	1986-87	320.24	235.34	13.61	8.23	60.47
7.	1987-88(Prov)	364.61	181.01	20.14	9.70	48.16
8.	1988-89(Prov)	354.86	1131.35	27.02	14.91	55.29

Statement indicating the share of drought-prone districts of
Nasik, Dhule, Ahmednagar, Solapur, Aurangabad, Jalna, Parbhani, Beed, Nanded, Osmanabad,
Latur and Bhandare in the EGS

Year	Employment	Expenditure
1985-86	72%	70%
1986-87	73%	69%
1987-88	69%	68%
1988-89	64%	65%
1989-90	62%	59%

S.No.	Resources	Receipt/ Exp. Head	Amount actually collected in the Employment Guarantee Fund (Rs. in Crores)													
			75-76	76-77	77-78	78-79	79-80	80-81	81-82	82-83	83-84	84-85	85-86	86-87	87-88	88-89
1.	Tax on Profession, Trades, Callings & Employment	0028/2020	10.49	17.89	18.47	19.60	23.47	32.11	36.27	41.89	52.30	57.97	72.61	80.41	90.17	100.91
2.	Additional tax on motor vehicles for EGS	0041/2041	0.00	0.80	0.90	1.33	0.88	1.29	1.10	1.20	1.52	1.68	1.85	2.15	2.36	4.76
3.	Additional Tax on sales tax for EGS	0040/2040	0.00	8.45	16.26	10.11	11.22	16.30	18.33	20.61	22.50	31.23	31.93	4.38	42.20	47.11
4.	Special assessment of irrigated agricul- ture land Tax on non-residential urban lands & bldgs. under Maharashtra Education Cess Act for EGS.	0045/2045	0.00	0.17	0.08	0.10	0.63	1.38	2.38	3.69	3.14	3.60	4.06	4.13	4.23	4.23
5.	Surcharge on land revenue for EGS.	0029/2029	0.00	0.07	0.09	0.25	0.20	0.32	2.39	2.29	1.95	1.25	1.41	1.43	1.43	0.36
Total Tax collection			10.49	27.38	35.80	31.39	36.40	51.90	60.47	69.68	81.41	95.73	111.86	121.50	140.39	157.87
Matching contribution by State Government			10.49	27.38	34.46	31.39	36.40	50.11	60.34	69.68	81.41	95.73	111.86	121.51	140.39	157.87
Total amount in EGS fund			20.98	54.76	70.26	62.78	72.80	102.01	120.81	139.36	182.82	191.46	223.72	243.01	280.78	315.71
Expenditure under EGS			34.61	51.10	51.54	74.17	109.23	122.12	126.17	130.93	184.98	232.00	272.06	246.00	253.66	254.17
Difference in fund & exp.			-13.63	3.66	18.72	-11.39	-36.43	-20.11	-5.36	8.43	-22.16	-40.54	-48.28	-2.99	27.12	61.91

**District-wise and Year-wise Mandays and Expenditure incurred during 1985-86 & 1986-87
under Employment Guarantee Scheme**

Sr. District No.	1985-86		1986-87		Sr. District No.	1985-86		1986-87			
	Mandays Expenditure		Mandays Expenditure			Mandays Expenditure		Mandays Expenditure			
1	2	3	4	5	6	1	2	3	4	5	6
19.	Osmanabad	68.42	747.15	111.95	882.33	19.	Osmanabad	68.42	747.15	111.95	882.33
20.	Latur	58.03	721.63	129.97	1002.71	20.	Latur	58.03	721.63	129.97	1002.71
21.	Buldhana	31.61	483.19	30.26	359.83	21.	Buldhana	31.61	483.19	30.26	359.83
22.	Akola	24.78	388.34	29.54	357.72	22.	Akola	24.78	388.34	29.54	357.72
23.	Amravati	19.40	331.58	34.36	480.02	23.	Amravati	19.40	331.58	34.36	480.02
24.	Yavatmal	80.76	1095.14	38.22	558.25	24.	Yavatmal	80.76	1095.14	38.22	558.25
25.	Wardha	8.40	123.10	5.22	88.15	25.	Wardha	8.40	123.10	5.22	88.15
26.	Nagpur	36.96	440.12	23.31	315.28	26.	Nagpur	36.96	440.12	23.31	315.28
27.	Bhandara	123.34	1605.57	69.55	614.75	27.	Bhandara	123.34	1605.57	69.55	614.75
28.	Chandrapur	36.54	431.74	29.41	317.00	28.	Chandrapur	36.54	431.74	29.41	317.00
29.	Gadchiroli	34.80	360.14	40.47	269.43	29.	Gadchiroli	34.80	360.14	40.47	269.43
Total						Total					
						1895.21 23368.67 1876.16 18922.14					
Districtwise breakup not available						Districtwise breakup not available					
						-- 3788.33 -- 5380.86					
						-- 27157.00 -- 24303.00					

EMPLOYMENT GUARANTEE SCHEME
Statement Showing the districtwise and categorywise number of works sanctioned
since its inception till the end of March 1991

Sr. No.	District	Irrigation	Road	Soil conserva- tion	Land Develop- ment	Forest	Other	Total
1.	Thane	515	1078	3842	54	935	-	6424
2.	Raigad	157	205	685	373	124	4865	6409
3.	Ratnagiri	219	1209	440	17	45	865	2795
4.	Sindhudurg	1677	691	152	5	78	83	2686
5.	Nashik	1675	1396	1860	258	999	185	6373
6.	Dhule	2193	2888	7644	670	949	22	14366
7.	Jalgaon	1263	763	6994	564	513	134	10231
8.	Ahmadnagar	5226	2386	20164	2286	1781	-	31843
9.	Pune	1228	1359	9392	16	1024	28	13049
10.	Satara	1451	1674	4515	109	888	224	8861
11.	Sangli	1388	957	3641	-	356	-	6342
12.	Solapur	3325	1782	10006	1658	1312	238	18321
13.	Kolhapur	140	175	206	-	196	647	1364
14.	Aurangabad	1186	987	8622	2267	669	-	13731
15.	Jalna	411	489	5648	1638	228	-	8414
16.	Parbhani	416	606	1984	5607	388	2	9003

Sl. No.	District	Irrigation	Road	Soil conserva- tion	Land Develop- ment	Forest	Other	Total
17.	Beed	1072	1127	2000	2710	182	8	7099
18.	Nanded	504	1044	930	629	472	11	3590
19.	Osmanabad	665	674	6271	762	211	-	8583
20.	Latur	892	664	5168	604	166	111	7605
21.	Buldhana	558	329	1883	159	589	494	4006
22.	Akola	1063	623	5288	667	503	33	8177
23.	Amravati	2238	1119	4287	-	719	64	8427
24.	Yavatmal	1849	1229	6293	130	1592	40	11133
25.	Wardha	326	247	2929	246	588	101	4437
26.	Nagpur	1618	1443	2772	133	936	303	7205
27.	Bhandara	2687	2257	5604	242	2414	1272	14476
28.	Chandrapur	1902	1280	2683	92	991	6	6954
29.	Gadchiroli	925	494	1502	144	412	-	3477
Total		38779	31175	133409	22034	20260	9736	255383

EMPLOYMENT GUARANTEE SCHEME

Statement showing the districtwise and categorywise number of works completed since its inception till the end of March 1991

Sl. No.	District	Irrigation	Road	Soil conservation	Land development	Forest	Other	Total
1.	Thane	313	909	3013	30	336	-	4601
2.	Raigad	19	49	267	84	20	2748	3187
3.	Ratnagiri	19	628	364	1	2	807	1821
4.	Sindhudurg	100	1690	108	2	27	81	2008
5.	Nashik	1403	1392	2321	436	607	4	6163
6.	Dhule	1327	2142	8367	464	645	3	113130
7.	Jalgaon	1094	548	6702	472	376	71	9263
8.	Ahmadnagar	3440	1060	16828	1300	806	-	23434
9.	Pune	958	964	8557	21	819	28	11347
10.	Satara	692	1169	3955	29	679	46	6570
11.	Sangli	783	629	3285	-	297	1	4995
12.	Solapur	2607	1429	8092	1282	1139	293	14842
13.	Kolhapur	56	45	206	-	52	156	515
14.	Aurangabad	918	524	7954	1893	495	-	11784
15.	Jalna	252	257	4994	1620	123	-	7246
16.	Parbhani	339	198	1325	5329	311	1	7503
17.	Beed	569	629	419	1387	55	30	3089
18.	Nanded	245	456	480	622	338	26	2167

Sl. No.	District	Irrigation	Road	Soil conservation	Land development	Forest	Other	Total
19.	Osmanabad	449	286	5088	624	44	-	6491
20.	Latur	225	174	4449	236	78	111	5273
21.	Buldhana	343	115	1490	26	263	285	2522
22.	Akola	364	343	4839	579	362	-	6987
23.	Amravati	1883	774	3889	-	534	44	7124
24.	Yavatmal	1565	705	3415	36	971	30	6722
25.	Wardha	189	158	2725	225	377	21	3695
26.	Nagpur	1461	1048	1800	42	874	399	56211
27.	Bhandara	1760	1546	4013	217	2066	1021	10623
28.	Chandrapur	1518	763	2136	-	661	8	5086
29.	Gadchiroli	547	324	1168	128	293	-	2460
Total		25938	20954	112249	17267	13650	6214	196333

Employment Guarantee Scheme of Maharashtra

Employment Guarantee Scheme

Categorywise, yearwise expenditure ratio and mandays created

Sl. No.	Category-wise work	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87
		Exptr. in crores	Mandays created in lakhs	Exptr. (lakhs)	Mandays created in lakhs	Exptr. (lakhs)	Mandays created in lakhs
1	2	3	4	5	6	7	8
1.	Irrigation	46.31 (36.7)	455.22 (29)	51.34 (39.2)	388.72	68.35 (31.9)	516.30
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2.	Soil Conservation & Land Development	27.94 (22.1)	501.78 (32)	23.85 (18.2)	366.97	28.81 (15.6)	354.56
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3.	Afforestation	8.33 (6.6)	185.72 (9.7)	8.14 (6.2)	103.64	10.02 (5.9)	201.50
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4.	Roads	32.00 (25.4)	392.72 (21)	42.44 (32.4)	402.59	68.53 (37.00)	541.57
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5.	Others	11.59 (9.2)	24.84 (1.2)	5.16 (4.0)	18.55	8.47 (4.6)	31.43
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	Total Expenditure	126.17 (100)	1560.36 (100)	130.93 (100)	1280.47	184.98 (100)	1645.36
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EMPLOYMENT GUARANTEE SCHEME

Yearwise total expenditure, total mandays created with expdr. and wage rate

Sl. No.	Year	Total Expdr. (Rs.in Crores)	Total Labour Expenditure	Total Mandays (in Crores)	Average each Mandays	
					Wage Rate (Rs.)	Total Expdr. (in Wages)
1.	1980-81	122.12	92.69	17.15	5.40	7.12
2.	1981-82	126.17	98.09	15.60	6.28	8.08
3.	1982-83	130.93	99.78	12.80	7.80	10.22
4.	1983-84	184.98	139.37	16.45	8.41	11.17
5.	1984-85	232.03	147.77	17.80	8.30	13.03
6.	1985-86	226.00 **	183.62	18.95	9.69	14.03
7.	1986-87	246.29 **	151.52	18.83	8.05	13.08

(**) Provisional

Employment Guarantee Scheme of Maharashtra

EMPLOYMENT GUARANTEE SCHEME

Districtwise & categorywise total expenditure and its ratio for the year 1986-87

Sr. No.	Category	(Rs. in lakhs)															
		Konkan Division		Nashik Division		Pune Division		Aurangabad Division		Amaravathi Division		Nagpur Division		Total State Level			
		Expr.	Ratio	Expr.	Ratio	Expr.	Ratio	Expr.	Ratio	Expr.	Ratio	Expr.	Ratio	Expr.	Ratio		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16		
1.	Irrigation	38.76	7.11	1590.75	31.86	1273.51	33.93	2299.23	37.35	410.60	23.69	414.09	25.81	6026.94	31.85		
2.	Soil Conservation & Land Development	57.67	10.58	1035.41	20.73	688.66	17.80	1127.68	18.32	225.41	12.84	96.35	6.01	3331.18	17.08		
3.	Social Forestry	59.42	10.90	417.13	8.35	265.00	6.85	417.49	6.78	286.11	16.29	321.80	20.05	1766.95	9.34		
4.	Roads	383.07	70.27	1931.80	38.69	1564.06	40.44	2269.96	36.88	780.67	44.46	695.50	43.34	7625.06	40.00		
5.	Other	6.22	1.14	19.49	0.37	76.48	1.98	40.92	0.67	53.03	3.02	76.86	4.79	272.00	1.43		
Total Expenditure		545.14	100.00	4993.58	100.00	3867.71	100.00	6155.28	100.00	1755.82	100.00	1604.60	100.00	18922.13	100.00		

Note:- Percentage figure shows ratio with reference to expenditure in that division.

EMPLOYMENT GUARANTEE SCHEME

Districtwise & categorywise total expenditure and its ratio for the year 1986-87

Sl. Category No.	(Rs. in lakhs)															
	Konkan Division		Nashik Division		Pune Division		Aurangabad Division		Amaravathi Division		Nagpur Division		Total State Level			
	Exptr.	Ratio	Exptr.	Ratio	Exptr.	Ratio	Exptr.	Ratio	Exptr.	Ratio	Exptr.	Ratio	Exptr.	Ratio	Exptr.	Ratio
1 2	3	4	5	6	7	8	9	10	11	12	13	14	15	16		
1. Irrigation	18.71	2.55	2822.29	35.44	1158.92	29.52	1970.33	32.04	534.51	21.78	1044.82	32.73	7549.88	30.90		
2. Soil Conservation and land development	51.10	6.97	1031.01	12.95	589.74	15.02	1435.39	23.34	558.50	22.76	268.00	8.40	3943.44	16.14		
3. Social Forestry	51.07	6.96	589.35	7.40	333.91	8.50	322.75	5.25	227.11	9.25	368.84	11.56	1893.03	7.75		
4. Roads	439.83	59.97	3348.39	42.05	1677.94	42.73	2252.07	36.62	951.28	38.76	1142.49	35.79	9812.06	40.15		
5. Other	172.59	22.55	172.14	2.16	165.90	4.23	169.95	2.75	180.75	7.45	367.62	11.52	1230.95	5.00		
Total Expenditure	733.30	100.00	7963.18	100.00	3926.41	100.00	6150.49	100.00	2454.15	100.00	3191.77	100.00	24429.00	100.00		

Note:- Percentage figure shows ratio with reference to expenditure in that division.

Statement showing the Districtwise total expenditure and Mandays created from the inception of the Employment Guarantee Scheme

(Rs. and Mandays in lakhs)

Sl. District No.	From inception to 1982-83 end		From inception to 1983-84 end		From inception to 1984-85 end		From inception to 1985-86 end		From inception to 1986-87 end		
	Total Expr.	Mandays Created	Total Expr.	Mandays Created	Total Expr.	Mandays Created	Total Expr.	Mandays Created	Total Expr.	Mandays Created	
1	2	3	4	5	6	7	8	9	10	11	12
1. Thane	2054.99	470.47		2375.44	503.73	2735.74	536.14	3030.81	560.55	3267.25	586.55
2. Raigad	185.24	30.45		189.06	31.25	197.08	31.81	202.12	34.12	218.68	40.45
3. Ratnagiri	319.08	47.89		383.61	53.03	514.90	62.37	687.86	76.20	858.20	90.43
4. Sindhudurg	60.47	8.54		121.29	13.72	170.75	18.09	273.08	25.22	394.89	35.16
5. Nashik	7247.18	1279.30		9351.69	1480.99	11340.42	1661.49	13749.42	1847.68	15024.15	1960.41
6. Dhule	4064.82	758.29		5724.81	880.40	7318.62	1013.65	9547.45	1159.70	11486.01	1313.64
7. Jalgaon	2416.40	405.69		2912.83	430.69	3334.39	449.59	3621.74	469.18	3978.33	493.99
8. Ahmednagar	6776.04	1376.90		8952.64	1615.13	10772.67	1791.43	13644.73	2054.41	15068.43	2230.38
9. Pune	2171.08	414.89		2891.88	482.99	3418.27	527.96	4154.29	591.87	5007.39	686.11
10. Satara	2156.62	381.71		3320.49	493.97	4458.77	588.92	5540.43	658.69	6152.69	724.91
11. Sangli	1209.43	222.84		1652.66	268.28	2201.42	322.48	2868.10	372.63	3614.24	433.29
12. Solapur	5468.22	1071.79		6726.39	1193.90	7911.60	1284.44	9159.26	1391.37	10784.65	1573.11
13. Kolhapur	171.34	31.48		199.22	35.63	225.81	37.73	254.38	39.65	285.20	43.50
14. Aurangabad	3787.99	705.03		4770.55	795.40	6041.41	915.98	7340.80	1044.57	8451.18	1147.38
15. Jalna	229.31	27.49		409.14	46.02	694.86	67.12	1096.95	115.97	1603.51	164.06
16. Parbhani	2645.48	193.09		2188.79	535.18	4003.64	518.57	4804.54	649.10	454.91	690.84
17. Beed	2657.84	601.85		3304.74	680.03	4294.23	798.94	5482.49	920.01	6697.99	1081.57

Sl. District No.	(Rs. and Mandays in lakhs)											
	From inception to 1982-83 end			From inception to 1983-84 end			From inception to 1984-85 end			From inception to 1985-86 end		
	Total Expendr.	Mandays Created	Total Expendr.	Total Expendr.	Mandays Created	Total Expendr.	Total Expendr.	Mandays Created	Total Expendr.	Total Expendr.	Mandays Created	Mandays Created
1 2	3	4	5	6	7	8	9	10	11	12		
18. Nanded	2003.34	444.57	2411.98	483.76	3193.37	556.74	4017.54	633.24	4904.97			702.66
19. Osmanabad	2616.98	555.38	3225.55	622.72	3800.92	683.99	4548.97	752.46	5430.30			833.34
20. Latur	342.86	43.53	697.42	82.53	1298.47	135.29	2020.11	193.31	3022.82			323.25
21. Buldhana	1511.10	262.24	1841.87	289.24	2295.49	325.23	2778.68	356.87	3138.51			387.19
22. Akola	1426.94	293.97	1738.67	325.22	2229.23	354.65	2617.50	270.46	2975.22			299.93
23. Amravati	1226.51	194.19	1464.98	214.22	1785.74	243.62	2117.32	263.06	2597.34			297.43
24. Yavatmal	2373.73	461.50	3403.35	534.89	4745.48	631.77	5840.62	718.83	6398.87			756.72
25. Wardha	773.89	134.16	860.03	141.27	962.02	150.02	1085.12	158.41	1173.27			163.54
26. Nagpur	1805.84	297.09	2161.40	328.10	2640.77	367.48	3080.89	404.65	3396.17			433.67
27. Bhandara	5200.31	889.65	5933.15	962.78	6925.71	1067.88	8596.10	1186.44	9210.93			1256.57
28. Chandrapur	1875.46	461.60	102.19	476.09	2725.44	517.42	2857.18	553.98	3174.18			583.34
29. Gadchiroli	116.82	16.21	244.20	27.39	492.17	67.54	852.31	102.36	1121.74			142.75
Total	64897.19	12382.88	82671.79	14038.55	102438.05	15828.34	125869.87	17605.22	144792.01	19489.23		
District-wise												
not available	6840.64		7564.18		110001.92		11997.35					
Total Expendr.	71737.83		90235.97		113439.97		137869.77					

EMPLOYMENT GUARANTEE SCHEME

Statement showing Districtwise total expenditure mandays created

(Rs. in lakhs)

Sl. Name of No. District	1982-83			1983-84			1984-85			1985-86			1986-87		
	Total Expenditure	Total Mandays created	Total Expenditure	Total Mandays created	Total Expenditure	Total Mandays created	Total Expenditure	Total Mandays created	Total Expenditure	Total Mandays created	Total Expenditure	Total Mandays created	Total Expenditure	Total Mandays created	Total Expenditure
1. Thane	196.62	23.41	320.45	33.26	360.30	32.41	295.07	24.40	236.44	25.99					
2. Raigad	9.95	1.32	3.82	0.80	8.02	0.56	4.04	1.01	16.56	3.83					
3. Ratnagiri	59.79	5.20	74.53	5.14	121.29	9.36	172.96	13.78	170.34	14.21					
4. Sindhudurg	41.06	3.80	60.82	5.18	57.46	4.37	94.33	7.13	121.80	9.88					
5. Nashik	1620.15	144.47	2104.51	201.69	1988.73	180.50	2409.01	186.16	1274.73	112.77					
6. Dhule	1181.50	150.53	1659.99	122.11	1593.81	133.25	2228.83	146.02	1938.56	154.05					
7. Jalgaon	405.60	28.67	496.35	24.00	421.56	18.90	207.35	19.42	356.59	24.74					
8. Ahmednagar	1497.07	199.95	6.60	238.14	1820.03	176.30	2872.06	263.12	1423.70	175.88					
9. Pune	480.24	59.18	720.80	68.10	526.39	44.97	736.02	66.37	853.10	94.42					
10. Satara	615.48	65.44	1163.87	112.26	1138.28	94.95	1081.66	70.08	612.26	47.04					
11. Sangli	239.58	23.96	443.23	46.14	548.76	54.20	666.68	50.44	746.14	60.51					
12. Solapur	778.55	97.38	1258.17	122.11	1185.29	90.54	1247.58	106.88	1025.39	182.91					
13. Kolhapur	22.95	3.15	27.85	4.15	26.59	2.10	28.57	1.92	30.82	3.84					
14. Aurangabad	676.85	60.31	982.56	90.37	1270.86	120.00	1299.39	128.57	1110.38	102.85					
15. Jalna	85.06	9.54	179.83	18.53	285.72	31.10	402.09	38.83	506.56	48.03					
16. Parbhani	396.12	34.81	543.31	42.09	813.85	63.39	801.90	50.49	550.37	41.79					
17. Beed	466.44	57.04	646.90	78.18	989.49	119.91	1189.26	121.08	1215.50	161.90					

Sr. Name of No. District	(Rs. in lakhs)											
	1982-83			1983-84			1984-85			1985-86		
	Total Expen- diture	Total Mandays created	Total Expen- diture	Total Mandays created	Total Expen- diture	Total Mandays created	Total Expen- diture	Total Mandays created	Total Expen- diture	Total Mandays created	Total Expen- diture	Total Mandays created
1 2	3	4	5	6	7	8	9	10	11	12		
18. Nanded	312.17	34.93	408.64	39.19	781.39	72.98	824.17	76.47	887.43	69.69		
19. Osmanabad	340.92	55.54	608.57	67.34	575.27	61.27	747.15	68.42	882.33	111.95		
20. Latur	342.86	--	354.56	39.00	601.06	52.76	721.63	58.03	1002.71	129.97		
21. Buldhana	444.47	23.81	330.77	27.00	455.62	35.99	483.19	31.61	359.83	30.26		
22. Akola	256.89	41.06	411.73	31.25	390.56	29.43	388.34	24.79	357.72	29.54		
23. Amravati	294.36	30.20	238.47	20.03	320.76	29.40	331.58	19.40	480.02	34.36		
24. Yavatmal	696.70	71.01	1029.62	73.39	1342.03	96.87	1095.14	80.76	558.25	38.22		
25. Wardha	148.05	21.55	86.14	7.11	101.99	8.75	123.10	8.40	88.15	5.22		
26. Nagpur	314.40	36.58	355.56	31.01	479.37	39.38	440.12	36.96	315.28	23.31		
27. Bhandara	580.44	66.96	732.84	73.13	992.56	105.10	1605.57	123.34	614.79	69.55		
28. Chandrapur	233.58	51.04	--	24.49	323.25	41.33	431.74	36.56	317.00	29.47		
29. Gadchiroli	116.82	6.21	127.38	11.18	247.97	43.15	360.14	34.80	269.45	40.47		
Districtwise not available expenditure	239.00	1404.97 -125.00 R.L.E.G.P.	723.55	1656.37 -11.00 R.L.E.G.P.	3437.74	1792.75 -12.75 R.L.E.G.P.	3855.33	1895.23	5420.86	876.16		
TOTAL	13093.67	1279.97	18498.15	1644.37	23204.00	1780.00	27224.00		24343.00			

EMPLOYMENT GUARANTEE SCHEME

Statement showing districtwise, categorywise & itemwise completed works from inception to March 1987

Sr. No.	District	Irrigation	Road	Soil Conservation	Land Development	Afforestation	Others	Total
1.	Thane	466	994	2317	54	545	—	4376
2.	Raigad	157	205	685	370	121	—	1538
3.	Ratnagiri	215	1093	433	2	45	71	1859
4.	Sindhudurg	395	655	151	4	27	5	1237
5.	Nashik	1307	1060	1366	233	401	—	4367
6.	Dhule	1807	2679	6801	598	587	10	12545
7.	Jalgaon	675	676	6319	564	325	65	8624
8.	Ahmednagar	4724	2146	13165	1680	1385	—	23100
9.	Pune	830	642	7963	4	555	—	9992
10.	Satara	953	1661	4010	109	745	181	7659
12.	Sangli	1129	921	3422	—	198	—	5670
13.	Solapur	3193	1651	8921	1644	685	169	16263
14.	Kolhapur	140	174	206	—	89	148	757
15.	Aurangabad	1049	845	8616	2164	535	—	13209
16.	Jalna	379	446	5504	1620	157	—	8106
17.	Parbhani	361	461	1721	5421	323	1	8291

EMPLOYMENT GUARANTEE SCHEME

Statement showing EGS, districtwise, categorywise, itemwise completed works from inception till the end of March 1987

Sr. No.	District	Irrigation	Road	Soil Conservation	Land Development	Afforestation	Others	Total
1.	Thane	247	617	2280	30	290	—	3464
2.	Raigad	19	49	267	84	20	—	439
3.	Ratnagiri	2	549	354	1	1	15	921
4.	Sindhudurg	115	477	102	2	8	3	707
5.	Nashik	683	699	1460	182	108	—	3132
6.	Dhule	862	1457	5387	464	173	3	8286
7.	Jalgaon	487	384	5360	412	147	4	
8.	Ahmednagar	3111	623	9827	537	806	—	
9.	Pune	474	129	7607	1	295	—	8506
10.	Satara	506	741	3320	29	323	36	4955
11.	Sangli	632	279	2814	—	117	1	3843
12.	Solapur	2257	597	7686	1261	483	174	12458
13.	Kolhapur	37	25	206	—	13	156	437
14.	Aurangabad	638	386	7838	1737	248	—	10847
15.	Jalna	211	109	4847	1583	38	—	6786
16.	Parbhani	30	161	1129	2639	231	—	8486

Sr. No.	District	Irrigation	Road	Soil Conservation	Land Development	Afforestation	Others	Total
17.	Beed	387	322	152	781	39	—	1681
18.	Nanded	211	255	199	530	92	17	1504
19.	Osmanabad	303	221	5058	532	10	—	6124
20.	Latur	216	98	4236	333	64	111	4958
21.	Buldhana	319	87	1357	—	175	22	1960
22.	Akola	244	222	4462	566	146	5640	
23.	Amaravathi	526	488	3288	—	151	42	4485
24.	Yavatmal	367	443	1169	36	439	30	1484
25.	Wardha	170	111	2401	215	211	11	3129
26.	Nagpur	1173	734	737	42	146	207	3039
27.	Bhandara	855	1131	190	217	653	362	3406
28.	Chandrapur	1069	471	451	—	186	6	2183
29.	Gadchiroli	235	206	213	128	143	—	925
Total		16659	12071	84337	12279	5757		

EMPLOYMENT GUARANTEE SCHEME

Statement showing categorywise, yearwise incomplete new works

Sr.	Categorywise work	Incom- plete works at the begin- ning	New work during the year	Total work	Com- pleted	Incom- plete works at the begin- ning	New work during the year	Total work	Com- pleted	Incom- plete works at the begin- ning	New work during the year	Total work	Com- pleted
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	Irrigation	9720	2549	11769	1529	10241	3426	13967	2442	11525	2100	13625	2032
2.	Soil Conservation & Land Development	22544	12297	34841	11007	23834	8100	31934	4549	27385	8325	35710	6001
3.	Social Forestry	4452	1195	5647	709	4938	1458	6396	456	5940	1589	7529	1449
4.	Roads	10583	2405	12988	1472	11516	4962	16478	1646	14832	2117	16949	2899
5.	Others	514	96	610	150	461	63	524	18	506	435	941	520
	Total	47313	18542	65855	14866	50990	18309	69299	9111	60188	14566	74754	12901

EMPLOYMENT GUARANTEE SCHEME

Statement showing the monthwise labour attendance

Sr. No.	Month	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87
1	2	3	4	5	6	7	8
1.	April	9,06,245	5,69,934	7,70,772	6,07,278	7,30,312	6,86,392
2.	May	8,23,012	4,54,154	8,14,210	6,23,418	8,20,212	7,64,505
3.	June	6,16,346	4,02,673	8,02,708	5,99,305	7,47,603	7,39,982
4.	July	4,79,928	3,51,134	6,48,127	5,25,749	5,14,513	6,20,724
5.	August	4,42,276	3,93,909	4,37,936	4,73,021	4,75,921	5,22,611
6.	September	3,82,235	4,47,503	3,21,028	6,00,806	5,87,133	4,82,249
7.	October	3,34,400	3,86,839	2,81,665	4,69,191	5,49,257	4,19,746
8.	November	2,90,669	3,71,233	2,91,172	4,74,618	5,04,608	3,73,733
9.	December	4,22,601	4,56,590	4,72,365	5,89,736	6,96,287	4,94,357
10.	January	4,88,891	5,01,475	5,61,472	7,15,966	6,48,560	6,01,371
11.	February	4,99,535	5,55,802	6,29,842	7,47,590	6,38,850	7,39,266
12.	March	5,56,366	7,28,488	5,94,535	7,54,517	6,68,419	10,74,260
Total Average		5,20,294	4,68,311	5,52,152	5,97,599	6,31,806	

EMPLOYMENT GUARANTEE SCHEME

Staff showing districtwise and monthwise labour attendance

Sr. No.	District	April 1986	May 1986	June 1986	July 1986	August 1986	Sept-ember 1986	Oct-ober 1986	Nov-ember 1986	Dec-ember 1986	Jan-uary 1987	Feb-ruary 1987	March 1987
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	Thane	7185	10938	10548	1454	685	1552	993	736	5266	10909	21097	12406
2.	Raigad	233	261	68	18	7	201	150	43	215	997	1874	21381
3.	Ratnagiri	7098	4742	6254	42	254	477	1074	4677	10721	6847	6278	87
4.	Sindhudurg	3855	3823	2053	310	878	931	1870	4033	5495	6474	4739	5473
5.	Nashik	50667	54000	59676	35195	29506	29991	15714	17325	25546	34692	48015	50606
6.	Dhule	70500	76882	55914	57459	55020	21809	17032	15730	26003	36930	55935	126874
7.	Jalgaon	10562	14755	9657	3753	4913	5484	4491	4193	5359	4255	15954	16001
8.	Ahmednagar	76248	83646	94126	66950	57116	38471	24992	19471	24552	56090	89190	92323
9.	Pune	39558	52158	46996	26280	47600	22994	19607	16640	25081	28445	28487	43867
10.	Satara	15927	17598	18168	15835	1636	17399	15646	13109	15040	15744	14106	13212
11.	Sangli	22240	31811	25616	24645	26142	23633	19472	14590	13935	12509	14401	13074
12.	Solapur	43909	42615	53708	79318	76555	70117	74855	58523	49722	50906	55066	76355
13.	Kolhapur	1761	2189	1894	298	189	133	226	1330	830	2441	1771	2810
14.	Aurangabad	40574	46581	52539	46917	24647	23790	15290	20041	19673	24975	38178	58221
15.	Jalna	19514	25055	27941	14308	12934	10810	6340	8707	10158	14686	13470	28607
16.	Parbhani	17570	17716	17751	13654	9143	11225	9511	9303	10061	12258	13926	25055
17.	Bid	46572	59956	58801	64219	53243	52041	48864	23499	38468	51976	0060221	86082
18.	Nanded	28003	29716	28675	22823	117722	20768	18422	15894	17230	19879	23375	--
19.	Osmanabad	33933	35768	40518	40970	45120	43096	34057	24634	29354	36895	612959	50680

Sr. No.	District	April 1986	May 1986	June 1986	July 1986	August 1986	September 1986	October 1986	November 1986	December 1986	January 1987	February 1987	March 1987
1		3	4	5	6	7	8	9	10	11	12	13	14
20.	Latur	22193	23286	22931	30094	22194	22174	31492	29800	36133	56266	68257	88641
21.	Buldhana	15590	14640	7993	4396	4751	1668	3213	5787	11901	13762	158	20207
22.	Akola	10631	10980	9320	4809	3673	5010	3865	8253	11304	13259	15073	22004
23.	Amravathi	7194	7315	4779	2993	1484	5456	5498	10337	25916	19530	25114	23956
24.	Yavatmal	13050	11613	9802	7350	7704	9705	11401	11818	12254	14425	16267	27580
25.	Wardha	1830	1822	1780	1468	1200	1444	1728	1254	1906	1553	1229	1697
26.	Nagpur	11170	10143	7674	4911	3651	5317	7994	4839	5936	6758	10334	14513
27.	Bhandara	49640	49450	43648	42969	7819	7131	12251	8367	10895	8381	12219	25745
28.	Chandrapur	9799	9667	12693	4112	5023	6654	7021	7726	10895	14433	14086	18565
29.	Gadchiroli	9386	15379	8659	3165	7008	13750	8369	7741	14375	16155	21425	36479
Total		686392	764505	739982	620724	522611	482249	419746	373733	494357	601371	739266	1071260

Source:- Monthly Progress Report

EMPLOYMENT GUARANTEE SCHEME

Statement showing districtwise and yearwise female labours Nos. and their ratio with reference total labour

Sl. No.	Name of the District	1982-83			1983-84			1984-85			1985-86			1986-87																	
		Female labour	Ratio with ref.to total labours	3	Female labour	Ratio with ref.to total labours	4	Female labour	Ratio with ref.to total labours	5	Female labour	Ratio with ref.to total labours	6	Female labour	Ratio with ref.to total labours	7	Female labour	Ratio with ref.to total labours	8	Female labour	Ratio with ref.to total labours	9	Female labour	Ratio with ref.to total labours	10	Female labour	Ratio with ref.to total labours	11	Female labour	Ratio with ref.to total labours	12
1.	Thane	494	3.9	3	1955	10.7	86	11.2	1035	9.3	15469	47.7	15	34.8	77	16.0	15955	74.7	52.1	54.5	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4
2.	Raigad	248	34.1	99	2598	51.6	1160	36.1	2129	18.1	4536	52.1	1825	54.9	2872	55.3	2984	54.5	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4
3.	Ratnagiri	2984	38.9	2598	1818	36.9	1825	54.9	2872	55.3	2984	54.5	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4
4.	Shindhadurg	1150	56.80	1818	28907	56.9	24745	41.1	18661	43.2	26181	51.4	12393	33.3	30383	55.2	71344	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4
5.	Nashik	27387	31.7	28907	25856	44.6	12393	33.3	30383	55.2	71344	51.4	2116	36.7	2914	23.4	7000	43.7	72.3	52.6	66.2	49.6	53.1	60.1	67.6	67.6	67.6	67.6	67.6	67.6	67.6
6.	Dhule	21374	32.9	25856	44.6	12393	33.3	30383	55.2	71344	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4	51.4
7.	Jalgaon	4233	36.0	3640	27954	41.4	30234	37.5	49749	49.4	66812	72.3	5990	51.1	15938	38.2	23086	52.6	66.2	49.6	53.1	60.1	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6
8.	Ahmednagar	33222	37.6	27954	41.4	30234	37.5	49749	49.4	66812	72.3	52.6	35.2	18707	49.9	11874	55.9	8752	66.2	49.6	53.1	60.1	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6
9.	Pune	11044	55.1	10185	45.9	5990	51.1	15938	38.2	23086	52.6	66.2	42.1	7098	39.6	8721	45.0	6497	49.6	53.1	60.1	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6
10.	Satara	14018	46.7	13911	35.2	18707	49.9	11874	55.9	8752	66.2	49.6	39.6	8721	48.7	8617	45.0	6497	49.6	53.1	60.1	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6
11.	Sangli	3655	42.1	7098	39.6	8721	48.7	8617	45.0	6497	49.6	53.1	39.6	8721	48.7	8617	45.0	6497	49.6	53.1	60.1	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6
12.	Solapur	19868	46.7	11349	39.6	9420	39.7	17942	46.4	40554	53.1	60.1	46.7	11349	39.6	9420	46.4	40554	53.1	60.1	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6
13.	Kolhapur	2663	77.0	1495	71.3	1914	88.3	1301	85.3	1509	60.1	67.6	77.0	1495	71.3	1914	85.3	1509	60.1	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6
14.	Aurangabad	7964	29.2	4644	25.2	9230	20.4	8265	23.8	39412	67.6	67.6	29.2	4644	25.2	9230	23.8	39412	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6	67.6

Statement showing districtwise and yearwise female labours Nos. and their ratio with reference total labour

	1	2	3	4	5	6	7	8	9	10	11	12
15. Jaina			1785	32.6	1828	31.2	6535	36.9	7773	47.0	16300	56.9
16. Parbhani			7560	42.9	10916	38.1	11995	39.4	5501	38.2	11893	47.4
17. Beed			15219	52.0	14122	50.6	16812	49.4	14510	26.4	50544	57.3
18. Nanded			5260	27.5	11032	43.7	11143	43.5	14181	40.9	19508	53.8
19. Osmanabad			10947	41.9	8183	46.1	6546	48.1	14971	43.7	26268	51.8
20. Latur			4479	27.7	7057	38.3	4658	31.1	7587	34.6	29539	33.3
21. Buldhana			5163	39.7	3856	28.5	5465	36.3	4325	32.7	7509	37.1
22. Akola			5974	30.9	1761	18.2	6940	40.4	3025	25.8	2682	12.1
23. Amravati			5478	32.2	3823	29.4	4082	31.4	2433	29.8	9069	37.8
24. Yavatral			10191	34.4	11469	32.8	14119	28.6	14158	24.8	7170	26.0
25. Wardha			1912	32.5	961	36.5	1310	36.8	965	40.0	1766	47.7
26. Nagpur			2648	16.3	3165	20.1	2999	14.4	4018	29.4	20664	52.8
27. Bhandara			17752	36.3	6151	35.5	40234	43.3	8720	32.1	11468	44.5
28. Chandrapur			7064	45.3	5601	40.9	3644	25.3	3996	21.1	9081	48.9
29. Gadchiroli			3129	34.5	2695	38.5	15545	56.9	3229	31.3	17446	47.8
Total			254852	37.8	234130	39.4	27968	37.9	281148	38.3	571028	50.2

EMPLOYMENT GUARANTEE SCHEME YEAR 1986-87

Itemwise Mandays till end of March, 1987

(Figures in Lakhs)

Sr. No.	District	Irrigation	Roads	Soil Conservation	Land Development	Social Forestry	Other	Total
1	2	3	4	5	6	7	8	9
1.	Thane	2.29	5.18	12.93	-	5.59	-	25.99
2.	Raigad	5.21	1.05	-	-	0.05	-	6.31
3.	Ratnagiri	0.09	12.35	0.34	1.42	0.01	-	14.21
4.	Sindhudurg	0.02	9.57	0.08	-	0.17	9.04	9.88
5.	Nashik	36.78	36.17	12.26	2.35	25.21	-	112.77
6.	Dhule	42.57	56.87	35.16	1.49	16.46	1.24	153.79
7.	Jalgaon	5.66	6.77	8.94	0.01	2.95	0.41	24.74
8.	Ahmednagar	35.97	15.65	98.90	16.03	9.33	-	175.88
9.	Pune	32.25	26.54	23.11	0.56	11.68	-	94.14
10.	Satara	11.39	20.41	9.22	-	5.13	-	46.15
11.	Sangli	19.19	22.61	14.89	-	3.65	0.08	60.42
12.	Solapur	66.13	59.40	42.32	0.13	6.11	7.58	181.67
13.	Kolhapur	0.37	3.47	-	-	-	-	- 3.84
14.	Aurangabad	45.38	22.94	20.24	1.64	11.93	0.58	102.71

(Rs. in Lakhs)

	1	2	3	4	5	6	7	8	9
15. Jalna			12.40	11.34	13.41	0.63	10.25	-	48.03
16. Parbhani			5.89	16.12	7.29	10.32	2.54	-	41.66
17. Beed			66.71	53.41	23.54	10.89	6.95	-	161.50
18. Nanded			24.77	28.97	7.24	2.76	5.66	-	69.40
19. Osmanabad			51.60	34.08	23.76	2.61	1.80	-	113.85
20. Latur			54.74	26.12	35.15	6.70	2.07	5.08	129.86
21. Buldhana			20.35	8.07	8.40	-	3.44	-	30.26
22. Akola			8.44	9.12	7.52	0.62	3.70	-	29.40
23. Amravati			3.23	15.61	8.83	-	6.69	-	34.36
24. Yavatmal			8.17	12.39	6.46	-	7.68	3.42	38.12
25. Wardha			0.64	2.46	0.63	-	1.34	-	5.07
26. Nagpur			10.19	10.14	4.62	-	4.42	-	29.37
27. Bhandara			25.44	17.19	4.99	-	10.65	11.18	69.55
28. Chandrapur			6.51	11.03	4.02	-	5.47	2.29	29.32
19. Gadchiroli			9.82	13.50	2.25	0.02	14.75	-	40.34
TOTAL			601.70	568.53	436.50	58.18	185.68	31.90	1882.59

SOURCE :- Monthly Progress Report.

EMPLOYMENT GUARANTEE SCHEME

Statement showing the district-wise and item-wise expenditure from 1.4.1986 to March 1987 (year 1986-87)

(Rs. in Lakhs)

Sr. No.	District	Irrigation	Roads	Soil Conservation	Land Development	Social Forestry	Other	Total
1	2	3	4	5	6	7	8	9
1.	Thane	19.23	109.95	51.89	-	55.37	-	236.44
2.	Raigad	3.86	6.35	-	-	0.82	5.53	16.56
3.	Ratnagiri	15.34	149.94	4.60	0.33	0.13	-	170.34
4.	Sindhudurg	0.33	116.83	0.85	-	3.10	0.69	121.80
5.	Nashik	475.48	604.18	75.46	27.58	92.03	-	1274.73
6.	Dhule	640.13	887.77	198.26	17.86	187.21	7.33	1938.53
7.	Jalgaon	102.81	181.19	34.64	0.67	33.77	3.51	356.59
8.	Ahmednagar	372.33	258.66	624.17	56.77	104.12	7.65	1423.70
9.	Pune	360.14	234.15	141.86	10.22	106.73	-	853.10
10.	Satara	147.35	334.82	71.36	-	58.65	0.08	612.26
11.	Sangli	200.42	354.35	142.40	-	47.20	1.77	746.14
12.	Solapur	556.06	619.46	320.36	2.46	52.42	74.63	1625.39
13.	Kolhapur	9.54	21.28	-	-	-	-	30.82
14.	Aurangabad	482.71	285.24	126.32	9.25	103.14	3.68	1110.28

		(Rs. in Lakhs)							
1	2	3	4	5	6	7	8	9	
15.	Jalna	153.10	128.21	76.80	2.73	135.72	-	506.56	
16.	Parbhani	47.37	285.50	68.41	111.94	36.91	0.24	550.37	
17.	Beed	549.51	402.61	177.32	68.58	17.48	-	1215.50	
18.	Nanded	266.71	464.48	65.39	16.78	70.58	3.49	887.43	
19.	Osmanabad	414.63	284.33	136.29	20.43	26.65	-	882.33	
20.	Latur	385.16	309.59	175.79	71.65	27.01	33.51	1002.71	
21.	Buldhana	124.51	122.93	64.16	-	48.23	-	359.83	
22.	Akola	112.07	145.98	43.73	-	52.84	3.10	357.72	
23.	Amravati	42.60	253.95	85.29	-	98.18	-	480.02	
24.	Yavatmal	131.42	257.81	32.23	-	86.86	49.93	558.25	
25.	Wardha	15.39	46.08	4.30	-	22.38	-	88.15	
26.	Nagpur	104.53	141.68	23.79	-	43.44	1.84	315.28	
27.	Bhandara	179.51	221.45	39.90	0.44	117.53	55.92	614.75	
28.	Chandrapur	56.18	166.64	16.69	-	58.39	19.10	317.00	
29.	Gadchiroli	58.48	119.66	11.14	0.09	80.06	-	269.43	
Total		6026.94	7625.07	2813.40	417.78	1766.95	272.00	18922.14	

**Replacement Series No. LXXV-p. 47
1978: Mah. XX**

**THE MAHARASHTRA EMPLOYMENT GUARANTEE ACT,
1977**

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SCHEDULE

**Replacement Series No.
LXXV-p. 48 1978: Mah. XX**

**MAHARASHTRA ACT No. XX OF 1978¹
(THE MAHARASHTRA EMPLOYMENT GUARANTEE ACT,
1977)**

(This Act received the assent of the President on the 1st October 1978 the assent was first published in the Maharashtra Government Gazette, on the 3rd October 1978).

Amended by Mah. 24 of 1980 (24-11-1980)* @
51 of 1981.

An Act to make effective provision for securing the right to work by guaranteeing employment to all adult persons who volunteer to do unskilled manual work in rural areas in the State of Maharashtra.

WHEREAS it is expedient to make effective provision for securing the right to work laid down in article 41 of the Constitution of India by guaranteeing employment to all adult persons who volunteer to do unskilled manual work in rural areas in the State of Maharashtra;

AND WHEREAS it is necessary to engage such adult persons on works

¹ For statement Objects and Reasons, see Maharashtra Government Gazette, 1977, Part V, Extra, p.179.

* This indicates the date of commencement of Act.

@ Maharashtra Ordinance No. XV of 1980 was replaced by Mah. 24 of 1980, s. 5, H 4103-2.

which would bring into being durable assets for the benefit of the community and the economy;

AND WHEREAS it is further necessary to provide for continuing employment of surplus rural manpower in cottage, village and small industries and in agro-Industries;

AND WHEREAS it is also necessary to make certain supplemental, incidental and consequential provisions; It is hereby enacted in the Twenty-eighth Year of the Republic of India as follows:

1. (1) This Act may be called the Maharashtra Employment Guarantee Act, 1977.
 - (2) It extends to the whole of rural areas of the State of Maharashtra.
 - (3) It shall come into force in all the areas to which it extends on such date* as the State Government may, by notification in the Official Gazette, appoint.
2. In this Act, unless the context otherwise requires --

Definitions

- (a) "adult person" means a person who has attained the age of eighteen years;
- (b) "the Committee" means the District Level Committee, or, as the case may be, the Panchayat Samiti Level Committee, constituted under section 5;

- (c) "the Council" means the Maharashtra State Employment Guarantee Council constituted under section 4;
- (d) "implementing agency" includes any Department of the State Government, the Zilla Parishad, any other local authority or State Government Undertaking, which is entrusted by the State Government with the task of implementing any works taken up under the Scheme;
- (e) "implementing officer" means the highest officer of the implementing agency in the District or any officer subordinate to him to whom any of the powers or duties of the agency have been entrusted ;
- (f) "Panchayat Samiti area" includes any 'C' Class municipal area;
- (g) "Panchayat Samiti Level Officer" or "Samiti Officer" means the person not below the rank of Tahsildar or Block Development Officer, appointed under section 10 by the State Government for the implementation of the Scheme in the area of Panchayat Samiti concerned;
- (h) "productive works" means any works which, in the opinion of the State Government, will directly or indirectly contribute to the increase of production, or the absence of which will inhibit the increase of production;
- (i) "prescribed" means prescribed by rules made under this Act ;
- (j) "rural areas" means all the areas of the State of Maharashtra, except those for which a Municipal Corporation or Cantonment Board was established or constituted under any law for the time

being in force, or those which were classified as 'A' or 'B' Class municipal areas under the Maharashtra Municipalities Act, 1965, on the date of passing of this act; and any area, which after the passing of this Act comes to be included within the limited of Municipal Corporation or Cantonment Board or an 'A' or 'B' Class Municipal Council shall cease to be a rural area, from the date of such inclusion;

(k) 'Scheme' means the Employment Guarantee Scheme prepared and published under section 7 and for the time being in force.

3. Every adult person in the rural areas in Maharashtra shall have a right to work, that is, a right to get guaranteed employment for doing unskilled manual work and to receive wages therefor weekly or in any case not later than a fortnight, in accordance with the provisions of this Act and the Scheme made thereunder.

Explanation - A work shall be regarded as unskilled, if any adult person, without any special training, can normally be expected to do it and which is so classified in the Scheme.

- 4.(1) For the purposes for having a periodical review and supervision of the implementation of this Act, there shall be a Council to be called the Maharashtra State Employment Guarantee Council. [The State¹ Government shall appoint the President and the Chairman and other members of the Council.] The number of other members of the Council shall not exceed twenty-six, of whom at least two members shall be appointed from persons belonging to the Backward Classes.

- (2) The other function of the Council shall be to advise the State

¹ These were substituted for the words "The State Government shall appoint the Chairman and other members of the Council" by Mah. 51 of 1981, S. 2(a).

Government on all matters concerning this Act and the Scheme and their implementation.

- (3) The Council shall be competent to undertake an evaluation of the Scheme and for this purpose collect or cause to be collected statistics pertaining to the rural economy of Maharashtra in general and the socio-economic condition of the rural labour and the implementation of the Scheme in particular. It shall also be competent for the Council to recommend to the State Government the appointment of one or more Study Groups for undertaking a study of specific questions and problems connected with the implementation of this Act and the Scheme.
- (4) The Council shall co-ordinate the working of the District Level Committees.
- ²(5) The President shall be the head of the Council. The President and the Chairman shall exercise such powers and perform such duties, and the inter-se relations between them shall be such, as the State Government may, from time to time, prescribe.]
- 5 (1) The State Government shall constitute a District Employment Guarantee Committee in every District and a Panchayat Samiti Employment Guarantee Committee in every Panchayat Samiti area. On every District Level Committee and Panchayat Samiti Level Committee, at least two members shall be appointed from persons belonging to the Backward Classes and two members shall be either from persons who have been employed on the works of the Scheme or from any registered union of the agricultural labourers. The Chairman of every such Committee shall be appointed from the non-official members thereof.

² Sub-section (5) was inserted, *ibid.*, S. 2(b).

- (2) These Committees, shall, within their respective jurisdictions, supervise and review the implementation of the Scheme, from time to time, and shall suggest to the State Government and the Council such steps as in their opinion are necessary for a more effective implementation of this Act. The Collector and the Samiti Officers concerned shall, from time to time, report to the Committees the action taken by them or the State Government on the suggestion made by the Committees.
- (3) Every District Level Committee shall co-ordinate the working of the Panchayat Samiti Committees in the District.
6. The Collector of the District shall be responsible for the implementation of the Scheme in the District and for this purpose all other officers of the State Government, the Zilla Parishad and other local authorities or bodies functioning in the District and having for their jurisdiction an area not bigger than the District shall be responsible to the Collector.
- 6A. (1) The Commissioner of the Division, or any officer or officers not below the rank of Assistant Commissioner designated by him in this behalf, shall be competent to supervise and review the implementation of the Scheme in the Division. The Commissioner shall be competent to issue directions to the Collectors, other officers (including Divisional level officers), local authorities and other bodies regarding implementation of the Scheme, and it shall be incumbent on all of them to carry out such directions.
- (2) For the purpose of implementation of the Scheme, the Collectors, other officers, local authorities and other bodies in the Division, shall be responsible and subordinate to the

Commissioner to such extent and in such manner as the State Government may direct.]

7.(1) For the purpose of giving effect to the employment guarantee mentioned in section 3, the State Government shall prepare a Scheme for providing employment to all adult persons residing in the rural areas, who volunteer to do unskilled manual work, subject to the conditions laid down by or under this Act or in the Scheme.

(2) The Scheme shall have the following essential features :-

(i) Only productive works shall be taken up under the Scheme.

²[Provided that, if, in the opinion of the State Government, it is necessary to provide employment in any areas on any works to meet the conditions created by natural calamities like heavy rains, floods, earthquakes, droughts, scarcity or cyclones, the State Government may permit such works being taken up under the Scheme for such temporary period as the State Government may, from time to time, decide.]

(ii) The works taken up under the Scheme shall be in the rural areas; it shall, however, be lawful for the State Government to direct that certain categories of works may be taken up in areas other than rural areas.

(iii) Every Collector shall be asked to prepare blue prints of the works to be taken up under the Scheme in the District. Such blue prints shall be prepared by him as a part of the District plan, but be based on the Panchayat Samiti area development plans prepared with a view to give employment guarantee to all adult persons for unskilled manual work and to make use of

natural resources actual or potential, which are readily available in the respective Panchayat Samiti areas. The Collector shall place the blue prints for approval before the District Level Committee, which shall give its approval after taking into consideration the view of the Panchayat Samiti Level Committees.

- (iv) In order to anticipate the demand for manual work a manpower budget for the District shall be prepared, so that it may be possible to plan the works to be taken up under the Scheme, taking into account the special distribution of unemployment over the District.
- (v) The Scheme may also provide, as far as possible, for the training and upgradation of the skills of the unskilled labour.
- (vi) The wages shall be directly linked with the quality and quantity of work.
- (vii) The wages shall be paid according to be schedule of rates, which shall be fixed by the State Government for different types of works from time to time. The schedule of rates shall be so fixed that a person working diligently for 7 hours a day would normally get a total wage equal to the minimum wage for agricultural labourer for the lowest zone fixed by the State Government, from time to time.

¹[In areas, which are affected by natural calamities like heavy rains, floods, earthquakes, droughts, scarcity or cyclones, wages may be paid on such works, at such daily rates and for such temporary period, as the State Government may direct.]

¹ This portion was added, by Mah. 24 of 1980 s. 3 (b).

- (viii) It shall be open for the Samiti Officer to direct any person who volunteers for employment under the Scheme to do work of any type permissible under the Scheme.
- (ix) All works taken up under the Scheme shall be executed departmentally and not through any contractor:

Provided that, skilled items of works such as gorge filling where it is absolutely necessary, and waste-weir component of work of percolation and minor irrigation tanks, may be executed on the basis of a piece rate system, but the wages payable to unskilled labour shall be in accordance with the tasks prescribed under the Scheme.

- (x) When works are taken up under the Scheme on private lands, which will directly benefit the holders of the lands, then, notwithstanding the fact that under the provisions of any other law, or any executive orders, for the time being in force such holders are entitled to a subsidy in respect of such works,²[a subsidy under the Scheme, at such rates as may be prescribed, shall be financed from the Employment Guarantee Fund.]
- (xi) The works taken up under the Scheme shall be so organised by the Collector that the normal agricultural operations in the District are not adversely affected and that a balance is maintained between the principle of guaranteed work with minimum wage on the one side and the requirements of labour for agricultural operations, as well as the requirements of labour for the implementation of the regular plan and non-plan works of the State Government on the other side.

² This was substituted for the portion beginning with "only that much subsidy" and ending with "Employment Guarantee Fund" by Mah. 24 of 1980 s. 3(e).

- (xii) The State Government shall provide in the Scheme for a periodical inspection of the works take up under the Scheme to ensure proper quality of the works as well as to ensure that the total wages paid for the completion of any work are commensurate with the quality and quantity of the work done.
- (xiii) The State Government shall provide in the Scheme for the appointment of an Audit Squad to conduct a periodical audit of the expenditure incurred under the Scheme.
- (xiv) If any personal injury is caused to any person employed under the Scheme by accident arising out of and in the course of his employment he shall be entitled, free of charge, to such medical treatment as is admissible under the Scheme, and where hospitalisation is necessary the State Government shall arrange for such hospitalisation including accommodation, treatment and diet. During the period he is undergoing treatment in the hospital, he shall be entitled to daily wages at the rate of half of the minimum wages referred to in clause (vii). In case of death of such person, an ex-gratia payment of rupees five thousand shall be made to his legal heirs in the manner laid down in the Scheme. In case of disablement, such person shall be entitled to such ex-gratia payment as may be determined in accordance with the Scheme, but the amount of such payment shall not exceed five thousand rupees.
- (xv) Subject to the rules made in this behalf, the State Government shall ordinarily provide all kinds of tools and implements and gun powder required for any work and where tools and implements are not so provided and are brought by the person concerned he shall be paid such hire charges as may be prescribed.

- (xvi) The State Government shall, as far as possible, undertake comprehensive land development programmes on watershed basis. Such works shall, as far as possible, be provided within a radius of five kilometres from the village of the workers engaged on such works.
- (3) The Scheme shall provide for the registration of the names and addresses of persons who volunteer to work under the Scheme. Such registration shall be done at the headquarters of the Gram Sevak or the Talathi, as the State Government may specify, within whose jurisdiction the village where the person resides is situated.
- (4) The Scheme so prepared shall be published in the Official Gazette, and a summary thereof shall also be published in such local newspapers, having wide circulation in each District, as the State Government may determine.
- (5) Until the Scheme is prepared and published under this section, the Employment Guarantee Scheme of the State Government in operation immediately before the date of commencement of this Act shall be deemed to be the Scheme made and published under this Act.
8. (1) Every adult person who-
- (i) is residing in any rural area ;
- (ii) is willing to do any unskilled manual work ;

may get his name and address registered with an authority or officer specified by the State Government in this behalf (hereinafter referred to as "the registering authority") who

shall register the name and address of such person, after making such enquiry as it deems fit. The registration shall be for such period as may be laid down in the Scheme and may be renewed, from time to time. The registering authority, if satisfied that any person has got himself registered by making a false declaration of his age, may, after giving reasonable opportunity to the person concerned of being heard, delete his name from the register.

- (2) Every registered person shall be entitled to be provided with employment in accordance with the Scheme for the time being in force.
- (3) It shall be the duty of the State Government to provide employment in accordance with the provisions of the Scheme to every such registered person, if a letter asking for such employment and stating therein the period for which employment is required and the period for which such a person is willing to work continuously, which shall not be less than one month, is received from such person by the Samiti Officer or by the Gram Sevak or the Talathi, as may be specified by the State Government, within whose jurisdiction the village where the person resides is situated. Such person shall be provided with employment as far as possible on any work within the area of the Panchayat Samiti where he resides, but in any case not outside the District.
- (4) If within 15 days of the receipt of the letter for employment under the Scheme by the Samiti Officer or by the Gram Sevak or the Talathi, as the case may be, the State Government is unable to provide employment to such person under the scheme, in the manner mentioned in sub-section (3), the person shall be entitled to receive from the Employment Guarantee Fund an

unemployment allowance at such rate as may be fixed by the State Government from time to time, but not less than Re. 1 per day.

- (5) The liability of the State Government to pay unemployment allowance under sub-section (4) shall commence after the expiry of 15 days from the receipt of the letter for employment by the Samiti Officer or by the Gram Sevak or the Talathi, as the case may be, and shall cease immediately after the Samiti Officer, by a letter sent to the person on the address mentioned in the register, directs him to report at any work taken up under the Scheme.
- (6) Notwithstanding anything contained in this act, if the State Government is during any period unable, owing to circumstances beyond human control like rains, or other unusual natural calamities, to provide employment under sub-section (3), there shall be no liability on the State Government to pay the unemployment allowance under sub-section (4) during that period.
- (7) When it is not expedient for the State Government to provide employment immediately on works sanctioned under the Scheme, notwithstanding anything to the contrary contained in any other law for the time being in force, it shall be lawful for the Collector to issue directives to the Village Panchayats to take up such works as are prescribed, from the Village Employment Fund constituted under the Bombay Village Panchayats Act, 1958, for such duration as he may direct. If a person from whom a letter has been received under sub-section (3) is provided with employment on such works, he shall be deemed to have been provided with employment under that sub-section.
- (8) The unemployment allowance to be paid to an unemployed

person under sub-section (4) shall be sanctioned and paid by an authority empowered by the State Government in this behalf and for this purpose the State Government may prescribe such procedure as it deems fit.

- (9) No person shall be entitled to any unemployment allowance under sub-section (4), if he-
- (i) does not accept employment provided to him under sub-section (3);
 - (ii) does not report for work within 7 days of being asked to do so ;
 - (iii) continuously remains absent from work, without the permission of the implementing officer, for a period of more than one week, or remains absent for a total period of more than one week in any month.
- (10) Any person, who is provided with employment under sub-section (3) and does not accept the same or who loses his entitlement to the unemployment allowance under sub-section (9), shall stand debarred from claiming unemployment allowance for a period of three months, but during this period of three months, shall not be debarred from getting employed on any works. Such defaults shall be reported by the Samiti Officer to the concerned registering authority.
- (11) Whenever any dispute arises between any person who sends a letter for employment under sub-section (3) and the Samiti Officer, it shall be referred by the Samiti Officer to such Authority as the State Government may prescribe and the decision of such Authority shall be final. The aggrieved person

may also refer the dispute directly to the Authority. The State Government may prescribe the procedure to be followed by such Authority while deciding such disputes, as well as the functions and the powers of the Authority.

- (12) Notwithstanding anything contained in the foregoing sub-sections, where there is no able bodied adult member in a family, a minor member of such family, who has completed his age of fifteen years, shall also be entitled to register his name and address under sub-section (i) and shall be paid wages according to the quantum of his work ;

Explanation- For the purposes of this sub-section the expression 'member in a family' means a husband, wife, father, mother, brother or sister residing together.

- (13) The registering authority specified under sub-section (1) shall prepare and maintain such register or registers and in such manner and issue such identity cards or pass books as may be prescribed. The registering authority shall send such list or lists of the names and addresses of persons registered with it and supply such other informationn to the Samiti Officer at such times and in such forms as may be prescribed.

9. Any person-

- (a) who has an employment but sends a letter asking for employment under sub-section (3) of section 8 and draws unemployment allowance under sub-section (4) of that section ; or
- (b) who is in receipt of unemployment allowance under sub-section (4) of section 8 and accepts employment elsewhere but does not bring this fact to the notice of the Samiti

Officer and continues to draw unemployment allowance under that sub-section, shall, on conviction, be punished with simple imprisonment for a term which may extend to one month or with fine which may extend to five hundred rupees or with both.

10. (1) For every Panchayat Samiti area, the State Government shall appoint a Panchayat Samiti Level Officer, to be called the Samiti Officer, for the emplementation of the Scheme in the Panchayat Samiti area concerned.
- (2) The Samiti Officer shall, from time to time, obtain from the registering authority a list containing the names and addresses of persons registered with it.
- (3) The works to be taken up under the Scheme shall be sanctioned by the State government or the Collector or by such other officer as the State Government may specify for this purpose, subject to such limits on the costs of works as the State Government may, by order, specify. The Samiti Officer shall, from time to time, obtain from the Collector a list of works sanctioned within the District.
- (4) On receipt of a letter for employment under sub-section (3) of section 8, the Samiti Officer shall decide to which sanctioned work in his Panchayat Samiti area the applicant may be directed, and accordingly inform the applicant and also the officer in charge of the execution of the work. If it is not possible for the Samiti Officer to direct the person to any work in his Panchayat Samiti area, he may, in consultation with the Collector, direct him to a work outside the Panchayat Samiti area, but within the District.

- (5) The Collector and the other implementing agencies in the District shall be responsible for the funds placed at their disposal by the State Government. They shall maintain the accounts of employment and expenditure in such manner as may be prescribed.
- 11.
- (1) Whenever any work taken up under the Scheme is completed and it is no longer possible to provide unskilled manual employment on such work it shall be the duty of the implementing officer concerned to report this fact to the Collector as well as to the Samiti Officer concerned. It shall then be the duty of the Samiti Officer to direct the persons employed on such works to any other work already taken up under the Scheme or to a work to be started under the Scheme with the sanction of the Collector or of the State Government, as the case may be.
 - (2) If within four days of the receipt of intimation of the completion of the work the Samiti Officer is unable to direct the workers employed on such work to any other work under the Scheme as mentioned in sub-section (1), the State Government shall from the fifth day onwards pay to the person concerned unemployment allowance as per sub-section (4) of section 8.
 - (3) If any person who under sub-section (2) has been asked by the Samiti Officer to report at any other work under the Scheme fails to do so within 7 days of being directed by the Samiti Officer to do so, he shall stand debarred from claiming unemployment allowance as if he has been disqualified under sub-sections (9) and (10) of section 8.
 - (4) The State Government's liability to pay unemployment

allowance under sub-section (2) shall cease immediately after the Samiti Officer directs the person concerned to report at some other works, either existing or yet to be started, under the Scheme.

12. (1) On the date of commencement of this Act, a Fund to be called the Employment Guarantee Fund shall be deemed to be established.
- (2) Any amount standing to the credit of the Employment Guarantee Fund established under the Maharashtra State Tax on Professions, Trades, Callings and Employments, Act, 1975 read with the Maharashtra Tax Acts (Amendment) Act, 1975, shall stand transferred to, and form part of, the Fund deemed to be established under sub-section (1) with effect from the date of commencement of this Act.
- (3) The following shall form part of, or be paid into, the Fund, namely :-
 - (a) the amounts transferred to the Fund under section 30 of the Maharashtra State Tax on Professions, Trades, Callings and Employments Act, 1975 and under section 4 of the Maharashtra Tax Acts (Amendment) Act, 1975, and the amounts of the matching contributions made by the State Government as laid down in the said Acts ;
 - (b) any contributions or grants made by the State Government, the Central Government or any local authority;
 - (c) any sums received from other bodies or individuals, whether incorporated or not.

- (4) Any amount transferred or credited to the Fund shall be charged on the Consolidated Fund of the State.
 - (5) The amount standing to the credit of the Fund shall be expended in such manner and subject to such conditions as may be prescribed for the purpose of implementing the Scheme.
 - (6) Temporary diversions of funds for utilisation on other departmental schemes or plan schemes, which have for their objective, the generation of employment or the creation of productive assets or both may be permitted by the State Government, subject to the Fund being reimbursed by such amount in the same or next financial year.
 - (7) The Fund shall be held and administered on behalf of the State government by an officer not below the rank of a Secretary to the State Government, subject to such general or special directions as may be given by the State Government, from time to time.
13. (1) The enactments specified in the second column of the Schedule are hereby amended in the manner and to the extent specified in the third column thereof.
- (2) All references in any other law or in any instruments for the time being in force to the Employment Guarantee Scheme or Fund of the State Government or in the State of Maharashtra, shall be construed as references to the Scheme or the Fund as the case may be, under this Act.
14. The State Government may, by notification in the Official Gazette, direct that the powers exercisable by it, except the

powers to make the Scheme and the rules 1 * * * shall, in such circumstances and under such conditions, if any, as may be specified in the notification, be exercisable also by such officer or officers subordinate to it as may be specified in the notification.

15. No suit, prosecution or other legal proceedings shall lie against the State Government or any authority or officer or body or person for anything which is in good faith done or intended to be done in pursuance of this Act or the Scheme or the rules made thereunder.

16. The provisions of this Act or the Scheme, rules, notifications or orders made or issued thereunder shall have effect notwithstanding anything inconsistent therewith contained in any other law for the time being in force or in any instrument having effect by virtue of such law.

17. (1) The power to make rules under this Act shall be exercisable by the State Government by notification in the Official Gazette.

- (2) Without prejudice to any power to make rules contained elsewhere in this Act, the State Government may make rules consistent with this Act to carry out the purposes of this Act.

- (3) All rules made under this Act shall be subject to the condition of previous publication.

- (4) Every rule made under this Act shall be laid, as soon as may

*** The words, brackets and figures ``and the scheme for educated unemployed referred to in sub-section (6) of section 12,`` were deleted by Mah. 24 of 1980, s. 4.

be after it is made, before each House of the State Legislature, while it is in session for a total period of thirty days, which may be comprised in one session or in two or more successive sessions, and if before the expiry of the session immediately following the session or the successive sessions aforesaid, both Houses agree in making any modification in the rule or both Houses agree that the rule should not be made, and notify such decision in the Official Gazette, the rule shall from the date of publication of such notification have effect only in such modified form or be of no effect, as the case may be; so, however, that any such modification or annulment shall be without prejudice to the validity of anything previously done under that rule.

THE SCHEDULE
(See section 13)

Sl. No.	Short title and number of enactment	Amendments
1	2	3
1.	The Bombay Sales Tax Act, 1959 (Bom. LI of 1959)	In section 15A-I, for the words "in the State of Maharashtra", the words and figures "under the Maharashtra Employment Guarantee act. 1977", shall be substituted.
2.	The Maharashtra Education and Employment Guarantee (Cess) Act, 1962 (Mah. XXVII of 1962)	In section 6A, for the words "in the State of Maharashtra", the words and figures and figures "under the Maharashtra Employment Guarantee Act, 1977", shall be substituted.
3.	The Maharashtra Increase of Land Revenue and Special Assessment act, 1974 (Mah. XX 1974).	In section 3, for the words "or the State of Maharashtra the words and figures of "under the Maharashtra Employment Guarantee Act, 1977", shall be substituted

THE SCHEDULE - Contd.

Sl. No.	Short title and number of enactment	Amendments
1	2	3
4.	The Maharashtra State Tax on Professions, Trades, Callings and Employments Act, 1975 (Mah. XVI of 1975).	<p>In section 30,-</p> <p>(a) in sub-section (1);-</p> <p>(i) the words ``On the commencement of this Act there shall be established a Fund to be called the Employment Guarantee Fund, `` shall be deleted ;</p> <p>(ii) for the words ``transferred to, that Fund'' the words and figures ``transferred to, the Employment Guarantee Fund established under the Maharashtra Employment Guarantee Act, 1977, `` shall be substituted ;</p> <p>(b) in sub-section (2), for the words, brackets and figures ``the Fund an amount equal to the amount transferred to the fund under sub-section (1), `` the following shall be substituted, namely:-</p> <p>``the Employment Guarantee Fund an amount equal to the amount transferred to the Fund under sub-section (1)'';</p> <p>(c) sub-sections (3), (4), (5) and (6) shall be deleted;</p> <p>(d) for the marginal note, the following marginal note shall be substituted, namely:-</p> <p>`` Amount equal to net proceeds of tax and matching contribution to the paid into the Fund established under the Maharashtra Employment Guarantee Act, 1977.``</p>

THE SCHEDULE - Contd.

Sl. No.	Short title and number of enactment	Amendments
1	2	3
5.	The Maharashtra Tax Acts (Amendment) Act, 1975 (Mah. XVII of 1975).	<p data-bbox="646 456 821 487">In section 4,-</p> <p data-bbox="646 498 1208 762">(a) in sub-section (1), for the words and figures ``under section 30 of the Maharashtra State Tax on Professions, Trades, Callings and Employments Act, 1975, the words and figures ``under the Maharashtra Employment Guarantee Act, 1977," shall be substituted;</p> <p data-bbox="646 814 1208 876">(b) sub-sections (3) and (4) shall be deleted.</p>

MAHARASHTRA ACT No. XLVII of 1983

*(First published, after having received the assent of the Governor, in the "Maharashtra Government Gazette" on the 27th December 1983)
An Act further to amend the Maharashtra Employment Guarantee Act, 1977.*

WHEREAS, it is expedient further to amend the Maharashtra Employment Guarantee Act, 1977 for the purposes hereinafter appearing; It is hereby enacted in the Thirty-fourth Year of the Republic of India as follows :-

- 1 (1) This Act may be called the Maharashtra Employment Guarantee (Amendment) Act, 1983.
- (2) It shall be deemed to have come into force on the 3rd March, 1983.
2. In the Maharashtra Employment Guarantee Act, 1977 (hereinafter referred to as ``the principal Act'') after section 7, the following section shall be inserted, namely :-
 - 7A. "(1) Subject to such conditions as the State Government may by general or special order, specify, every woman, who has been employed under the Scheme for a period of not less than one hundred and fifty days, or for such lesser period as may be prescribed, in the twelve months immediately preceding the date of her expected delivery, shall be permitted to absent from work for a period of thirty days, and during this period to ex-gratia payment of daily wages payable or paid to her in the month immediately preceding the date from which she absents herself on account of such permission.
 - (2) Subject to such conditions as the State government may, by general or special order, specify, every person, who has been

employed under the Scheme and undergoes sterilization operation or any other operation or treatment for birth control and family planning, as may be approved in this behalf by the State Government, shall be permitted to remain absent from work for rest and recuperation for such period not exceeding fourteen days as may be recommended by a medical officer approved by the State Government, and during this period to ex-gratia payment of his average daily wages.

(3) If personal injury is caused by accident to a child accompanying any person, who has been employed under the Scheme, or where temporary, partial or total disablement or death of such child results from such injury, the person shall be entitled, free of charge, to such medical treatment for the child as the State Government may, by general or special order, determine, and to ex-gratia payment of such amount as may be determined by the Collector or by an officer authorised by him, in this behalf, which shall in no case exceed the scale laid down in clause (xiv) of sub-section (2) of section 7 for personal injuries etc., caused to the person concerned.

(4) the State Government may, on the merits of each case, sanction ex-gratia payment to any person who has been employed under the Scheme of such amount, not exceeding five thousand rupees, as it deems necessary to meet any other like hardships or contingencies not provided for in this section, arising out of his employment on an Employment Guarantee Scheme work, subject to such conditions as it may deem fit to impose by general or special order."

3. In section 12 of the principal Act, in sub-section (5) after the words "the Scheme" the words "including for meeting the administrative charges and for making ex-gratia payments as provided under this Act" shall be added.

MAHARASHTRA ACT NO. XIII OF 1989

(First published, after having received the assent of the Governor in the 'Maharashtra Government Gazette' on the 20th April 1989)

[An Act further to amend the Maharashtra Employment Guarantee Act, 1977]

WHEREAS, it is expedient further to amend the Maharashtra Employment Guarantee Act, 1977 for the purposes hereinafter appearing; It is hereby enacted in the Fortieth Year of the Republic of India as follows:

1. (1) This Act may be called the Maharashtra Employment Guarantee (Amendment) Act, 1989.

(2) It shall be deemed to have come into force on the 20th September 1984.
2. In the Maharashtra Employment Guarantee Act, 1977, in section 7, in the sub-section (2), in clause (vii), for the words "lowest zone" the words "relevant zone" shall be substituted.

APPENDIIX XIII**THE MAHARASHTRA EMPLOYMENT GUARANTEE
RULES, 1979 PLANNING DEPARTMENT**

Mantralaya, Bombay 400 032, dated the 27th January 1979

**MAHARASHTRA EMPLOYMENT
GUARANTEE ACT, 1977**

No. EGS-1077/87-EMP-5, - In exercise of the powers conferred by section 17 of the Maharashtra Employment Guarantee Act, 1977 (Mah. XX of 1978) and of all other powers enabling it in that behalf, the Government of Maharashtra hereby makes the following rules, the same having been previously published as required by sub-section (3) of the said section 17, namely :-

RULES

1. Short title - These rules may be called the Maharashtra Employment Guarantee Rules, 1979.
2. Definition - In these rules, unless the context otherwise requires,
 - (a) 'the Act' means the Maharashtra Employment Guarantee Act, 1977 (Mah. XX of 1978).
 - (b) 'the Form' means a form appended to these rules,
 - (c) 'section' means the section of the Act,
 - (d) words and expressions used but not defined in these rules shall have the meanings respectively assigned to them in the Act.

3. Provision of tools, implements and gun-powder - (1) On the works executed under the Scheme, the implements and tools required by the workers shall ordinarily be provided by the State Government and the cost of sharpening of such implements and tools shall be borne by Government. If the workers bring their own implements and tools, payments shall be made to such workers at such rates as may be decided by the State Government, from time to time, as additional wage towards the hire charges of the implements and tools so brought by such workers. If the tools and implements used by the labourers need regular sharpening and if it is not done at Government cost, sharpening charges at such rates as may be fixed by the State Government from time to time may be paid to the workers.

(2) The gun-powder required for drilling and blasting of hard rock encountered during the execution of a work shall be supplied by the State Government.

4. Registering authorities - The Samiti Officer of a Panchayat Samiti area shall in consultation with the Collector of the District appoint the registering authority for each village (including C-Class municipal area) from among the Talatis, Gram-sevaks and Assistant Gram-sevaks working in the Panchayat Samiti area.

5. Registration for Employment - (1) Any adult person (i.e a person who has attained the age of 18 years) residing in a rural area and is willing to do any unskilled manual work under the Employment Guarantee Scheme may get his name registered with the registering authority of the village, by giving an application indicating the details mentioned in Form No. 1. The registering authority need not insist that the application should be in the prescribed form, provided all the details mentioned in Form No. 1 are furnished by the applicant. In case the person willing to be registered is not in a position to give a written application, the registering authority may take down the details

furnished orally by the person without insisting for a written application.

(2) On receipt of the application for registration (written or oral), the registering authority shall generally satisfy himself about the correctness of the particulars of the employment seeker and register the name of the person if his age is 18 years or above. In case the registering authority has any doubt about the correctness of the age of the applicant, he can ask for proof for the same and decide the matter. In case a person who is below 18 years but has attained 15 years is applying for registration on the ground that there is no able bodied adult person in his family, the registering authority shall, after satisfying himself about this, register the name of the person. The registering authority shall maintain a register of all employment seekers in Form No. 2.

(3) On registration of a person, the registering authority shall issue a non-transferable identity card to him in Form No. 3 and obtain his signature or thumb impression in Form No. 2 in token of the receipt of the identity card. The identity cards required for this purpose will be supplied by the Samiti Officer.

(4) The registration of the employment seekers and also the issue of identity cards shall be done free of cost.

6. Procedure for making application for employment - A person who is registered for employment under the Scheme and who is in need of employment shall apply in Form No. 4 either to the Samiti Officer of the concerned Panchayat Samiti or the Registering Authority of the concerned village. The application shall be handed over by the applicant personally to the Samiti Officer or the Registering authority. It shall not be insisted that the application shall be in the prescribed form, provided all the details and the undertaking mentioned in Form

No. 4 are given. The authority receiving the application shall acknowledge receipt of the same in Form No.5. The letters asking for employment received by the Registering Authority shall be forwarded to the Samiti Officer, as and when he receives the same and in any case not later than 3 days of the receipt of the letter. The Registering authority shall maintain a register in Form No. 6 regarding the applications received by him.

7. Provision of employment - The Samiti Officer shall consider each letter asking for employment received by him or forwarded to him by the Registering Authorities and shall after satisfying himself that the applicant is already registered for employment direct him immediately by a letter in Form No. 7 to a work sanctioned under the Scheme within the Panchayat Samiti area and if it is not possible to direct him to any work within the Panchayat Samiti area, to a work in any other Panchayat Samiti area within the same District. A copy of the same letter should be forwarded to the implementing officer-in-charge of the work also. The implementing officer or his representative shall absorb the person on the above work if he presents himself for the work within 7 days of the receipt of the letter issued by the Samiti Officer. If, owing to reasons beyond his control the implementing officer or his representative finds it impossible absorb the person on the work, he shall record the same with reasons thereof on the copy of the letter brought by the person and shall inform the Samiti Officer separately. On receipt of this intimation from the implementing officer, the Samiti Officer shall immediately direct the person by a letter in the same form (Form No. 7) to some other work.

8. Provision of employment when it is no longer possible to continue to provide employment on a work - When any Implementing Officer finds that it is not possible to continue to provide unskilled manual employment to a registered person, Who in pursuance of his letter asking for employment was directed by the Samiti Officer to the work, he shall immediately report this fact to the Samiti Officer

indicating the date from which such a registered person could not be given employment and the name and the registration number of such a person. The Samiti Officer shall on receipt of such a report from the Implementing Officer immediately and in any case not later than 4 days, direct such a person to some other work.

9. Entitlement to receive unemployment allowance - (1) A person who is registered under the scheme and who has given a letter asking for employment shall be entitled to receive unemployment allowance at the rate of Re. 1 per day or at such high rate as may be fixed by the State Government, if, -

(a) the letter from the Samiti Officer directing him to any work is not issued before the expiry of 15 days from the receipt of the letter for employment (in that case he shall be entitled for unemployment allowance for the period commencing on the expiry of 15 days from the receipt by the Registering Authority or the Samiti Officer, as the case may be, of the letter for employment till the actual date on which the letter from the Samiti Officer, directing him to a work is issued, or

(b) the letter of the Samiti Officer directing him to some other work when it is not possible to continue to provide employment on a work to which he was directed by the Samiti Officer is not issued within 4 days of the receipt by the Samiti Officer of the intimation of this fact from the Implementing Officer of the work (in that case the person shall be entitled for unemployment allowance for the period commencing on the expiry of 4 days after the receipt of intimation by the Samiti Officer from the Implementing Officer till the date on which the letter directing him to some other work is issued, or

(c) he is not absorbed on the work by the Implementing Officer when he reports for work within 7 days of the receipt of the letter from

the Samiti Officer (in that case he shall be entitled for unemployment allowance for the period commencing on the expiry of 15 days from the receipt of the letter for employment till the date on which a letter directing him to some other work is issued), or

(d) he, on being directed to some other work by the Samiti Officer when it is not possible to continue to provide employment on an earlier work, is not absorbed when he reports for work within 7 days of the receipt of the letter from the Samiti Officer (in that case he shall be entitled for unemployment allowance from the period commencing on the expiry of 4 days after the receipt of intimation about inability to continue to provide employment on the earlier work till the issue of the letter re-directing him to another work).

(2) The above entitlements for unemployment allowance, are however, subject to the following conditions:-

(a) If, owing to circumstances beyond human control like rains or unusual natural calamities, the State Government is unable to provide employment (i.e. the Samiti Officer being unable to issue the letter directing the employment seeker to a work or the Implementing Officer being unable to absorb the persons directed by the Samiti Officer or to take up or continue the work), there shall be no liability on the part of the State Government to pay unemployment allowance.

(b) A person will render himself ineligible to unemployment allowance for a period of three months, if he does not report for work within 7 days of his being asked to do so, or continuously remains absent from work without the written permission of the Implementing Officer for a period of more than one week, or remains absent for a total period of more than one week in any month. Therefore, whenever any person claims unemployment allowance, it shall be verified whether at any time within a period of 3 months immediately

preceding, he had rendered himself ineligible to unemployment allowance on account of any of the reasons mentioned above.

(c) A person who is found to have claimed and accepted unemployment allowance while already having an employment will not be entitled to unemployment allowance for a period of 3 months from the last day on which he is so found to have claimed and accepted unemployment allowance.

10. Procedure for payment of unemployment allowance - (1) A person claiming unemployment allowance shall make an application in Form No. 8 to the Samiti Officer within 7 days of the last day of the period for which unemployment allowance is claimed. Separate applications shall be made for each continuous period for which unemployment allowance is claimed. The period for which unemployment allowance is claimed in an application shall not exceed 30 days. No unemployment allowance shall be claimed for a period beyond the date of application for unemployment allowance. A copy of the acknowledgement received while handing over the letter for employment shall be attached to the application. In case a person claims unemployment allowance on the ground that he was not absorbed on a work to which he was directed by the Samiti Officer, he shall attach a copy of the letter issued by the Samiti Officer directing him to the work and endorsement of the Implementing Officer or his representative regarding his inability to absorb the person on the work. If the above requirements are not fulfilled in the application, it shall be liable for rejection.

(2) On receipt of the application, the Samiti Officer shall make necessary enquiries and if he is satisfied that the applicant is registered for employment under the Scheme and is entitled for payment of unemployment allowance, he shall issue an order to that effect in Form No.9 indicating the period for which the unemployment

allowance is payable and direct the Registering Authority of the concerned village to make payment of the unemployment allowance to the applicant. If the Samiti Officer rejects the demand for unemployment allowance, he shall record the reason for rejecting the same and intimate the applicant in Form No. 10. As far as possible, the Samiti Officer shall decide the application for unemployment allowance within ten days of its receipt.

(3) The Registering Authority making payment of unemployment allowance shall do so in the presence of a witness and shall obtain the signature or thumb impression of the person receiving unemployment allowance and also the witness in token of the payment in Form No. 11 after making necessary entries. The Registering Authority shall submit monthly statements to the Samiti Officer regarding the payment of unemployment allowance made by him in Form No. 12.

11. Settlement of disputes - When a dispute arises between a person giving a letter for employment and the Samiti Officer regarding provision of employment or payment of unemployment allowance, it shall be referred by the Samiti Officer to the Sub-Divisional Officer, who has jurisdiction over the concerned Panchayat Samiti area. The aggrieved person may also directly approach the Sub-Divisional Officer, but he may do so within 15 days from the date of the order by which he is aggrieved. The Sub-Divisional Officer shall decide the matter after making summary enquiries and pass suitable orders and communicate the same to the Samiti Officer and the concerned person. For this purpose, the Sub-Divisional Officer may require the presence of the Samiti Officer or any Panchayat Samiti Level Implementing Officer. The Sub-Divisional Officer may, as far as possible, hold the enquiry at the Panchayat Samiti headquarters. The decision of the Sub-Divisional Officer shall be final.

12. Powers of Collector to direct Village Panchayats to take up works from the village employment fund - When it is not expedient to provide employment to a person asking for employment on any work taken up under the Scheme, the Collector of the district may direct a Village Panchayat to take up works permissible under the Maharashtra Village Employment Fund Rules, 1974, from the Village Employment Fund. It shall be binding on the Village Panchayat to abide by the directive of the Collector, provided there is balance in the Village Employment Fund. It shall also be binding on the Village Panchayat to absorb such of the persons as are directed by the Samiti Officer.

13. Maintenance of accounts of employment and expenditure - The Collector and the other implementing agencies shall maintain account of employment in Form 13 and Form 14, respectively. The accounts of expenditure shall be maintained at district level by the Collector in Forms 15 and 16. The implementing agencies shall maintain the account of expenditure in the manner prescribed by the respective departments for the normal works of those departments.

14. Utilisation of Employment Guarantee Fund - (1) The Fund shall be expended for the purpose of implementing the scheme, which shall include the administrative charges, payment of unemployment allowance under the Act and the expenditure to be incurred on ex-gratia payments to the workers who sustain injuries as a result of any accident while engaged on the works under the Scheme or to the members of families of the workers who die as a result of any such accident.

(2) The expenditure for the purpose of implementing the Scheme (including the administrative charges), which are initially debited to the Consolidated Fund shall be transferred to the Fund by corresponding deduct entry thereunder.

15. Administration of Employment Guarantee Fund - (1) The fund shall be held and administered on behalf of the State Government by the Secretary to Government in the Planning Department and in his absence by such other Secretary to Government as the State Government may designate in that behalf.

(2) No sums from the Fund shall be paid or applied, except for the purposes which are approved by the Secretary to Government, Planning Department, or by any officer authorised by him in this behalf.

FORM No. 1
(See Rule 5)

*Application form for registration under the
Employment Guarantee Scheme*

To

The Registering Authority,

Village

Panchayat Samiti

Sir,

I request you to register my name as an employment seeker under the Employment Guarantee Scheme. My particulars are as below:

1. Name
2. Address
3. Name of Caste if belonging to
Scheduled Caste, Scheduled
Tribe, Vimukta Jati or
Nomadic Tribe.
4. Sex: Male/Female
5. Age
6. Land holding, if any, in hectares.

Date

Place

Signature/Thumb impression
of applicant.

FORM No. 2

(See Rule 5)

Form of Register of employment seekers under the Employment Guarantee Scheme

Serial No.	Name in full and address of the employment seeker	Name of the Caste/ Tribe if belonging to SC/ST/VJ/NT	Sex	Age	Land holding if any, in hectares card	Date of registration	Signature/Thumb impression of appli- cant in token of receipt of identity
1	2	3	4	5	6	7	8

FORM No. 3
(See Rule 5)*Identity card of the Registered Employment Seeker under the
Employment Guarantee Scheme*

1. Name ..
2. Address ..
3. Sex ..
4. Age at the time of Registration ..
5. Date of Registration ..
6. Registration No. ..

Signature or
thumb impression
of the Registered
Employment Seeker.

Signature of the
Registering authority,

Village

Panchayat Samiti

FORM No. 4

(See Rule 6)

Letter asking for employment under the Employment Guarantee Scheme

To

The Samiti Officer,

Panchayat Samiti

The Registering Authority,

Village Panchayat Samiti

Sir,

I request you to provide me with employment under the Employment Guarantee Scheme. My particulars are as below:-

- | | |
|---------------------|----|
| 1. Name | .. |
| 2. Sex | .. |
| 3. Registration No. | .. |
| 4. Address | .. |

I hereby undertake that I will work for a continuous period of at least 30 days on the work to which I will be directed by the Samiti Officer.

Yours faithfully,

Place.....

Date.....

Signature/Thumb impression
of applicant.

FORM No. 5

(See Rule 6)

*Acknowledgement receipt of application for employment under the
Employment Guarantee Scheme*

Received application dated..... from
resident of village
 Panchayat Samiti demanding employment under
 the Employment Guarantee Scheme. His name is registered for employ-
 ment under the Scheme in village His registration number
 is..... and date of registration is

Place.....

Date.....

Signature and designation of
 Officer receiving the application

FORM No. 6

(See Rule 6)

*Register of letters asking for employment received by the Registering
Authority under the Employment Guarantee Scheme*

Sl. No.	Name and address of employment seeker	Registration	Date of receipt of of letter	Date of forwarding to Samiti Officer
1	2	3	4	5

FORM No. 7
(See Rule 7)

*Letter directing employment seeker to a work sanctioned under
the Employment Guarantee Scheme*

To

Shri/Shrimati/Kumari

Registration No

Village

Panchayat Samiti

Reference :- Your application datedfor
employment under the Employment Guarantee Scheme.

Please report to the Implementing Officer (or his representative) of the
following work at the work site for employment within 7 days of the receipt
of this letter.

.....
.....
.....
.....

Place.....

Date.....

Signature of Samiti Officer.

N.B.- Copy of this letter should be endorsed to the Panchayat Samiti level
Implementing Officer in charge of the work.

FORM No.8

(See Rule 10)

*Application for unemployment allowance under the
Employment Guarantee Scheme*

1. Name ..
2. Address ..
3. Sex ..
4. Age ..
5. Registration No. ..
6. Date of Registration ..
7. Date on which application for employment was handed over and to whom it was handed over.
8. No of days for which unemployment allowance is claimed.
9. Date of the beginning of the period for which unemployment allowance is claimed.

I.....resident of..... hereby declare solemnly that I was not employed anywhere for the period for which I am claiming unemployment allowance in this application and hereby undertake to refund to Government the amount of unemployment allowance received for that period, if it is proved subsequently that I was employed during that period or a portion thereof.

Date.....

Signature/Thumb impression of
applicant.

N.B.-(i) A copy of the acknowledgement received while handing over the letter for employment should be attached to this application.

(ii) In case unemployment allowance is claimed on the ground that the applicant was not absorbed on a work to which he was directed by the Samiti Officer, a copy of the letter issued by the Samiti Officer directing him to the work with the endorsement of the Implementing Officer or his representative regarding his inability to absorb the applicant on the work should be attached to this application.

FORM No.9

(See Rule 10)

**Order sanctioning unemployment allowance under the
Employment Guarantee Scheme**

No.....

To

Registering Authority,
Village.....
Panchayat Samiti.....

Sanction is accorded to the payment of unemployment allowance amounting to Rs (Rs only) to Shri/Srimati/Kumari (Registration No.....) resident of Village for the period from to

Place

Signature of Samiti Officer,

Date

Panchayat Samiti.....

Copy to Shri/Smt./Kumari
Village with reference to
his/her application.....dated for unemployment
allowance.

FORM No. 10
(See Rule 10)

Intimation regarding rejection of application for unemployment allowance under the Employment Guarantee Scheme

To

Shri/Smt./Kumari

Registration No

Village

Panchayat Samiti

Reference :- Your application dated
for unemployment allowance.

Your claim for unemployment allowance for the period from
to is rejected for the following reason:

.....
.....
.....
.....

Place

Signature of Samiti Officer,

Date

Panchayat Samiti

FORM No. 11
(See Rule 10)

Register of disbursement of unemployment allowance under the Employment Guarantee Scheme

Sl. No.	Name of the employment seeker	Registration No.	No. and Date of order sanctioning unemployment allowance	Period for which sanctioned	Amount	Date of payment	Signature of recipient	Name and Signature of witness	Signature of Registering Authority
1	2	3	4	5	6	7	8	9	10

(Rs.)

FORM No. 12

(See Rule 10)

Monthly statement of disbursement of unemployment allowance under the Employment Gurantee Scheme for the month of.....

- | | | |
|----|---|---------|
| 1. | Balance amount at the beginning of the month out of the amount received from the Samiti Officer for disbursement of unemployment allowance. | Rs..... |
| 2. | Amount received during the month | Rs..... |
| 3. | Total | Rs..... |
| 4. | No. of disbursements made during the month. | |
| 5. | Amount disbursed during the month | Rs..... |
| 6. | Balance at the end of the month (3 minus 5) | Rs..... |

Place

Date

Signature of Registering Authority

FORM No. 13
(See Rule 13)

Name of Implementing Agency

District Taluka

Month

Sl. No.	Name of the sanctioned work	Labour potential	Whether executed departmentally or through piece-workers	Labour attendance on the last day of the month			Number of working days
				Total	Backward Classes	Women	
1	2	3	4	5(a)	5(b)	5(c)	6

Form No. 13 -- Contd....

Estimated cost	Expenditure incurred			
	During the month		During current financial year	
	Total Cash expendi- ture	Wages paid by the implementing agency in cash in kind	Total Cash Expen- diture	Wages paid by the implementing agency in cash in kind
7	8(a)	8(b) 8(c)	9(a)	9(b) 9(c)

FORM No. 14
(See Rule 13)

Month District

Serial No.	Category of work	No. of works sanctioned			Labour Potential of works in progress
		Initiated under the Scheme			
		Total	Completed	In progress	
1	(2)	3(a)	3(b)	3(c)	4

FORM No. 14 Contd....

Labour attendance on the last day of the month of the works executed departmentally		Labour attendance on the last day of the month on the works entrusted to piece workers if any		Estimated cost of works sanctioned under EGS (Rs. in thousands)
Total	Backward Classes	Women	Total	
			Backward Classes	Women
5(a)	5(b)	5(c)	6(a)	6(b)
				6(c)
				7

Expenditure incurred (Rs. in thousands)			
During the month		During the financial year	
Total Cash expendi- ture 8(a)	Wages paid by the implementing agencies in cash 8(b)	Total Cash Expen- diture 9(a)	Wages paid by the implementing agencies in cash 9(b) in kind 9(c)

FORM No.16
(See Rule 13)

Month.....

Serial No.	Name of the implementing agency	Amount of sub-credit-limit sanctioned during the current quarter till the end of the month	Expenditure incurred during the month	Total expenditure during the quarter	Expenditure during the financial year	Remarks
1	2	3	4	5	6	7

By order and in the name of the Governor of Maharashtra,
V. VENKATESAN
Secretary to Government.

Organising the Rural Poor

Who are rural poor ?

The number of persons below the poverty line at the beginning of the Seventh Plan as per NSS estimates based on the 38th round (1983-84) was 271 millions of which 221.5 millions were in the rural areas. This figure now stands at 191.8 millions as per 43rd round (1987-88). The rural poor consist of economically and socially heterogeneous groups, such as tenants, sharecroppers, agricultural labourers, artisans, fishermen and other workmen in the unorganised sector of the economy. But they do not constitute an undifferentiated mass. Their income and social status are determined by their occupation

though the rural poor are usually engaged in a number of diverse activities, for instance a landless agricultural labourer may also be a shreecropper, a tenant may also be an artisanal fisherman, these groups within broad category of the rural poor share common characteristics. These include a high degree of vulnerability to climatic changes, seasonal pattern of employment, low income participation, exclusion from many agrarian programmes, social exploitation through unwritten contracts which lead to economic deprivation and social degradation, insecurity in access to public services often due to lack of social discipline and proper orientation among local bureaucracies and powerlessness in the labour market etc. They are usually submissive to the elites in society and resign themselves to the so called 'fate' or divine dispensation. They are highly unorganised, lack the strength to bargain for their legitimate minimum and have low absorptive capacity and skills.

Development programmes and the poor

2. In post-independent India, the Union and State Governments have introduced a number of social legislations dealing with the problems of social degradation, bonded labour, minimum wages, debt redemption, land redistribution etc. Some special provisions have been made in favour of the SCs and STs mainly in relation to reservation in Govt. jobs etc. In recent years, a number of beneficiary oriented poverty alleviation programmes like IRDP and JRY have been launched which are specially designed to improve the income generating capacity of those below the poverty line. The widespread impression, however, is that benefits of these measures have not accrued to them to the desired extent. Many deficiencies have surfaced in the implementation of various development programmes and welfare services, some of which relate to leakages in official delivery system. This has been largely attributed to the lack of active involvement of these beneficiaries in the process of Planning and Implementation. It is in this context that the necessity for seeking their

participation in programmes/measures launched for their benefit has been sought. This feeling has been increasingly strengthened over the years on account of the following factors:-

A trend towards tokenism in implementation of development programmes with emphasis on statistical achievement rather than on substantive results, thereby affecting the credibility of the Government.

Lack of concern for the poor in the implementing bureaucracy; their incapacity to enthuse the beneficiaries for seeking more active role in the programmes.

Inability of the Govt. machinery to supervise and ensure proper functioning of the rural institutions like public health centres, schools, cooperatives, Public Distribution outlets, etc. Need for checking leakages and corrupt practices the incidence of which is increasing. Introducing social accountability in development programmes.

Panchayati Raj and the Rural Poor

3. Attempts have been made in the past to create participatory mechanism in Development Programme through PanchayatiRaj structures. This has, however not met with much success. The reason is that the rural community is not a homogenous entity but is heterogeneous and differentiated. It does not seem possible in these circumstances that all sections of the community will be able to participate in its affairs at the same level of freedom and competence.

Disabilities of Rural Poor

4. The social conditioning of poor whose participation is being sought is essentially characterised by certain crippling disabilities which stand in the way of their active participation in the programmes.

These persons are economically poor assetless and are placed at lower rungs of society. In spite of their numerical strength, they are powerless and are subjected to social and political control by those who benefit from their weak positions. These persons also are generally unaware largely illiterate and lacking in ability to articulate their own problems, grievances and views. Because of these features, they are highly vulnerable to manipulation by more resourceful and powerful sections of society and are even made to work against their own interests. They are also amenable to divisive pulls which militates against their solidarity. Centuries of exploitations and dehumanising experiences have built a culture of social inferiority around them. The ideology of inferiority, submission and dependence has almost been internalised by these groups with the result that the self-reliance and creative self-engagement is not able to emerge and assert itself.

Reasons for lack of impact of Welfare Programmes

5. In short, the interventions, social economic legal in favour of the rural poor have not been able to make a dent on their depressed conditions on account of following reasons:-

- a) Lack of awareness among the rural poor about their rights guaranteed under the laws and various development programmes introduced for their upliftment.
- b) Incorrect perception about forces which generate dependence, subordination, powerlessness of poor in society and aid the process of internalisation of this system.
- c) Inability to articulate their feelings and their concern due to fear, lack of confidence, isolation and apprehension of retaliation by powerful forces pitted against them.
- d) Extreme vulnerability to their manipulation by interested groups.

Inability of rural poor to change existing conditions

6. Thus the rural poor are unable to realise the own potential to change their lives and the manner in which they should relate to the larger society. They also suffer from inability to alter their immediate environment to their advantage through group solidarity and action. Consequently they are unable to initiate programmes or change the contents of existing programmes to suit their interests and exercise control over those who administer programmes to ensure that benefit accrue to them.

External impediments to organising the poor

7. However, the problems and constraints in organising the rural poor are not merely internal as listed above. There are certain external factor also which impede the growth of such organisations. These impediments are:

a) *Multi-interest coverage*

Usually the organisations which have taken up the cause of a section of rural poor e.g. argiculture labour have also lumped together various other demands of the peasantry. This has resulted in relegating the needs and demands of rural poor like agricultural labourers, sharecroppers to a low priority. Those with affiliation to political parties work within a broader geographical and social set-up and it is not at all unlikely for them to be influenced by the objectives of that broader set-up. Such linkage often does injustice to local issues and problems. The leadership of many of such organisations has shown inability to indentify issues which concern the rural poor and give them a viable plan of action to fight for it.

b) *Legal and administrative set-up*

The law and order administration is oriented towards maintenance of order and peace. The main burden of administrative

procedures and traditions, criminal and civil laws, judicial pronouncements and practices is for the maintenance of *status quo* which means, in the practice, the maintenance and safeguarding of the existing property relationship in rural areas. Since the laws and traditions are heavily weighted in favour of the existing social order, the bureaucracy has developed a bias against any movement which aims at alteration of the existing social arrangements. The basic criminal laws also uphold the inviolability of private property as against other laws which tend to promote equity and justice. These laws are immediately invoked when any attempt is made to organise the poor to get their rights. The result is that the implementation of agrarian reforms laws and other social legislations are short-circuited through provisions of Indian Penal Code or the Criminal Procedure Code. The movement for just demands is perceived as a threat to peace and an assembly of men agitating for them are often described as rioters. Unlike the Industrial Disputes Act 1926 which gives immunity to the office bearers of registered trade union from civil suits and criminal liability in respect of labour disputes, no such protection is available in the agrarian sector where peasant organisations are not registered as trade unions. The inherent belief in the superiority of the law is so strong in the law and order machinery that in case of any apparent conflict between criminal laws and the land reform laws, the former is always given unquestioned precedence over the latter.

c) *Economic Dependence*

The rural poor, particularly sharecropper and agricultural labourers have to depend heavily on the consumption and other loans given by the employer-cum-land-owner at exorbitant rates of interest. The situation creates perpetual indebtedness which has been well documented in various reports. Through this exploitative process, the rural poor not only lose their tiny bits of agricultural lands but also their control over his labour power. Many of them end-up as bonded labourers, in the manner the rural poor lose their capacity to

fight and, worse still, the will to live better. Further, due to the abundance of labour, the employer/land-owners play one-group against another thereby depressing the level of wages and extracting higher level of produce or work from them.

d) *Social backwardness*

The rural society is also highly differentiated and hierarchial in which Scheduled Castes and Scheduled Tribes are placed at the lowest pedestal. If ownership of land and assets is taken into account, the landowners belonging to upper castes are at the top of the ladder while the sharecroppers and agricultural workers from low castes and tribes at the bottom. Because of a long tradition of social oppression it is difficult for persons belonging to these lower castes to organise and protest against dominant and upper castes.

Need for awareness creation in rural poor

8. In this background, the need for creating awareness among the rural poor and mobilising them for collective action has been increasingly accepted as a prerequisite for the success of welfare and development programmes and legal interventions focussing on the poor as their active involvement and participation in these programmes can be facilitated only through this process. This has now been universally recognised not merely in various documents of national policies but those of international organisations such as ILO, FAO, etc.

Objectives of the programmes

9. The programmes for organising the rural poor would have the following objectives:

- 1) To change the attitude of the rural poor from passive

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acceptance of their existing reality to active self determination and assertion.

ii) To identify their collective strength; enhance their self image for building group cohesion and encouraging group action.

iii) To break social and psychological barriers which inhibit self assertion and creative self engagement; generating awareness in them about their own potential and power in protecting their legitimate interests and obtaining benefits accorded to them by various measures/ programmes:

iv) To help them seek knowledge about matters concerning their interests, to enable them to demand programmes benefiting them and to revitalise structures around them.

v) To organise them into a collective entity for exerting necessary pressure, articulating demands, voicing criticism and seeking a share in the process of decision making about matters which concern them.

vi) To provide them wherewithal for economic independence and self reliance.

vii) To equip them for exercising social control over development activities and for participation in the process of change.

viii) To function as a centre of countervailing power against the vested interests and their machinations for checkmating any attempts at subversion of programmes benefiting them.

ix) (In case of women) to fight forces of gender oppression within as well as outside the family.

x) To serve as a reference point for Government for eliciting impact of its policies and programmes.

Advantages to Government

10. The programme for organising the rural poor would not only

benefit the rural poor but would also have the following advantages to the Government:-

- a) With limited budgetary resources of the Government, the programme would promote self help and better utilisation of the existing resources.
- b) The programme with urban bias can be transformed into relevant and more responsive ones for the rural poor.
- c) Organisations of rural poor would act as an intermediary channels of communication.
- d) Government Departments are multi functional Organisations of rural poor will transcend these barriers and will articulate the interests of the rural poor.
- e) Improved quality of life will bring peace, social stability and improvement in economy.
- f) Organisations of rural poor can motivate field level functionaries in better performance of their duties.
- g) Organisations of rural poor can contribute to easing of pressures on government which is overburdened with number of duties and tasks.

Not a new idea

11. The idea of Government through its bureaucracy entering into the arena of mobilising people and facilitating their organisation is by no means new. Some sporadic attempts have been made in the past in this direction by some agencies of the government which continue to operate at present. The earliest such attempt was by the National Labour Institute, a semi-autonomous organisation in the Ministry of Labour which organises rural labour camps in selected pockets of the country for creation of awareness among the rural poor followed

up a process of facilitating their organisation. Independent of this arrangement, the Ministry of Labour has a centrally sponsored scheme for organisation of rural workers operating in 14 States/UTs under which a Honorary Rural Organiser is allocated a specially selected area. His task is to educate rural workers and motivate them to form their organisation. The Central Social Welfare Board of the Deptt. of Women and Child Development of the Ministry of Welfare has also been running a programme to create awareness among rural and poor women. Camps for beneficiaries are organised under this scheme for exchange of experience and ideas and in the process developing an understanding of the social reality and ways of tackling their problems and fulfilling their needs. The DWCRA programme which is an adjunct of IRDP administered by the Department of Rural Development also contains an input of organisation of beneficiaries as it specifically aims at formation of groups of rural poor women around a particular economic activity for delivery of benefits to them. The ICDS programme of the Ministry of Welfare also envisages extensive training of Anganwadi workers who apart from providing certain services to poor women beneficiaries are also expected to promote group action among them. CAPART of course, has a major scheme of organisation of beneficiaries for target groups of anti-poverty programmes to increase their awareness and strengthen their bargaining position. The scheme implemented through voluntary agencies involves training of animators and rural organisers and holding of awareness camps for beneficiaries. The Deptt. of Education in the Ministry of Human Resource Development has also been implementing a scheme for training of social animators for revitalising the programme of functional and adult education. the Department has recently initiated a scheme of Mahila Samakhya which aims at training of women in each selected village to function as activators and facilitators (Sahayoginies) for organising the rural poor women. The National Literacy Mission in its programme of Janshikshan Nilayams also undertakes to train Preraks who are expected to act as

motivators for spread of literacy. The Govt. of Rajasthan has for sometime been running a special project of development of women under which they train village level workers called 'Sathin' and block level motivators called 'Pracheta' for mobilising rural women for social action.

Participative content in the existing schemes

12. While the pattern in the above mentioned schemes is on intervention from outside the government for educating the rural poor and helping them form their organisations, some development schemes of the Government also envisage measures for seeking participation of beneficiaries/target groups/interest groups in programmes for realisation of its objectives. These measures include setting up of committees (informal or formal) with representatives from these groups, periodic meetings with groups, dissemination of information to them about the programmes in a collective assemblage, creating informal organisations etc.

Major weaknesses of the existing schemes

13. The existing schemes for organising the rural poor or enlisting their cooperation suffer from the following major weaknesses:-

a) In view of the extreme disabilities from which rural poor and disadvantaged groups suffer, they cannot be helped to organise themselves by symbolic measures such as nominating them on committees, assigning them a formal position in any executive task or even efforts at consulting them on certain occasions. Objective conditions would have to be created in which they can be enabled to express their feelings without fear or favour and pick up courage to assert on matters which vitally affect them.

b) Even in respect of schemes which aim at dissemination of

essential information about programmes among the rural poor and enlarging the area of awareness among them, the coverage is on such a small scale and is so highly localised in isolated pockets that there is no multiplier effect or visible impact on any substantial scale so as to serve as a model for replication.

c) Wherever schemes for organising the rural poor have been implemented, the objectives have been diluted by the suspicion on the part of bureaucracy, inadequacy of the training input, lack of a long-term strategy and various operational difficulties. Even conceptual clarity about objectives has been lacking in the implementing agencies.

d) The strategy for organising the rural poor has not taken note of the diversity of social situations in which the rural poor are placed. The schemes have, therefore, lacked package of measures to suit specific situations of a target group. Further, while an external input is necessary to break social and psychological barriers which inhibit the rural poor, this externality need not be provided in the shape/terms of an agency but could also be in terms of ideas, motivations, techniques of communications and group interaction, confidence building and potential raising experiences etc. which have been missing from the package of measures.

Models of organisations

14. From various programmes which are being administered for mobilising the rural poor, the following models emerge:

i) Awareness generation camps

The methodology involves organising a camp for selected beneficiaries for a period ranging from 5 to 10 days to enable them identify their felt-needs and problems and agree upon a plan of action for raising their will power and promoting community leadership. About 30 to 40 participants are selected from a specified area who

are subjected to community living and sharing of experience. They are also exposed to persons with experience and expertise on various aspects including Govt. officials who come in contact with them in daily lives. Usually, by the time the camp activity concludes, a certain degree of solidarity is achieved which facilitates promotion of an organisation later. In some cases, a follow-up camp is also organised to review the impact of earlier efforts in relation to its objectives and to undertake further supportive action.

ii) *Training of organisers/animators/activists*

This model envisages identification/selection of persons with some potential for leadership either through Govt. sponsored agencies or voluntary organisations and, therefore, subjecting them to a structured training course in a selected institutions where they acquire theoretical knowledge and inputs suitable to the functions they are expected to discharge. Occasionally, they are also exposed to live experience of organisational activity by attaching them to an activist organisation.

iii) *Promoting informal leadership*

This model does not envisage any structured process of selection of a potential organiser or an animator by an agency for assuming the leadership role. The strategy of mobilisation is woven around a process in which the target groups or rural poor are facilitated to frequently meet and raise their problems and thereby helped to throw up a potential leader. Once such a leader spontaneously emerges through common consent the training input is provided to him through informal experience sharing at various levels rather than through a structured and hierarchical information disseminating programme. The crux of the approach in this model is on spontaneous meetings of short duration, informal experience sharing and freedom of action to be

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iv) Integrated Multi level awareness creation

The distinctiveness of this approach lies in creating structures of informal organisations at more than one level facilitated by motivated and trained local leaders, providing an informal consultation system for spreading the social consciousness horizontally and thereby increasing the area of social solidarity and group action. Each level derives its strength from the other and contributes to the richness of experience sharing through which emerges commonality of problems and programme of group action. This process is suitably aided by inputs from outside research/activist organisations and even government agencies. The impact of this strategies lies more in raising the general level of consciousness than in achieving specific gains or the issues taken up for group action.

Pattern of organisation

15. In addition to the above models, the following patterns of mobilisation of rural poor are and have been in operation in various parts of the country:-

i) In many well-knit ethnic groups, there are fairly active traditional community institutions, particularly in tribal communities, which discharge certain social functions. These organisations are generally not utilised for regulatory and development activities largely because their existence is not officially recognised and they also do not have a legal status. However, these traditional community structures wherever they are active and have certain degree of vitality and dynamism can be effectively utilised for mobilisation of the rural poor and promoting their organisations with suitable training input and external net-working.

ii) Trade Union is an old and a well recognised model for organisations of labour. Though this model has been largely used for organisation of industrial and organised labour, trade unions of unorganised labour also do exist. Most of the rural poor belong to an identifiable category of occupational group, each of which groups has certain interests to promote and common set of problems. They share a certain degree of commonalty around which they can be organised. Trade unions can be organised wherever such rural poor belonging to a specific occupational category are located. Though the existing structure of trade union organisation can be used without any difficulty, a simpler trade union bye-law would need to be evolved for the rural poor.

iii) The model of a registered society has been in operation on a large scale for bringing together people with common interests and pursuing activities concerning them. Most of the voluntary organisations/agencies are, in fact, structured as registered societies. The structure of a registered society is relatively more flexible when compared to any other legally recognised organisation and permits far greater freedom of action and flexibility of operation to its members in pursuing their objectives than a cooperative society or a trade union. This model can be used in diverse social conditions whereas other forms of organisations are difficult to promote as their operational procedures are more rigorous.

iv) An organisation of rural poor need not always take a highly structure form. It can also be a loose type of organisation - a kind of movement grown around certain common interests. The advantage of this kind of structure is that it permits the process of mobilisation more easily and quickly and can be effective and useful in certain situations. However, the disadvantage with this model is that in the absense of a structured organisation to succeed the movement, the gains registered in terms of enhanced social consciousness may soon evaporate. But the

model can be effectively utilised for achieving quick results in the short-run in situations where the goals to be achieved are not obstructed by conflict of interests and social differentiation within its client groups.

v) Government sponsored organisations which promote cohesion and interest articulation among specific target groups. Such organisation may take various forms ranging from setting up committees to other informal power sharing structures. But these organisations though lacking in legal sanction none-the-less help in the process of mobilisation of rural poor for achieving defined objectives and building up solidarity for specific groups action.

vi) Gram Sabha as an assemblage of all adults in the village can be a very effective organisation in areas where the population of the village is more homogenous and less socially differentiated and where the problems faced are commonly shared without any noticeable conflict of interests. This pattern of organisation is most conducive where the objective is to introduce social accountability in bureaucratic structures.

vii) Cooperative Society: It is a structure with legal sanctity derived from the Cooperative Societies Act and has been widely used for building up organisations of specific categories of vocational groups around certain economic interests. But the cooperative structure has not been found generally suitable for providing illiterate rural poor an effective forum for articulation of their interests and promoting their solidarity. However, this model can be utilised in limited situations where its members have a fair degree of knowledge of its operational procedures and the objectives to be attained relate to the management of economic activities and do not impinge upon social action.

viii) Religious bodies - Some denominations promote organisations of their members for achieving specific social and economic objectives. For example, Catholic christians in certain tribal areas

have promoted thrift and credit societies for their members to cater to their credit needs and promoting thrift and savings among them. In this model, usually, the management input is provided by the religious establishment and religious influence and idiom is vigorously used for promoting group action.

ix) Spontaneous reactions to specific situations - Sometimes people face with a common set of problems and spontaneously react in a concerted manner without any contrived external intervention. The sudden occurrence of some event triggers of group action. This pattern helps in bringing the concerned people together and in sharpening their consciousness. This model of organisation may sometimes graduate to a larger movement later when their heightened consciousness on certain issues merges with larger movements espousing these causes. Chipko Movement is an example of this type.

x) Managing agency for community resources - In certain situations, where responsibility is entrusted to a group of persons to manage a common resource equitably, this often takes the shape of a unique kind of organisation, which readies itself to accomplish this task by building up an informal but agreed method of resolving conflicts and ensuring realisation of its goals. The ready example is that of Pani Panchayats which are engaged in sorting out problems of water distribution within the village community.

xi) Organisations sponsored by donor countries - When specific projects are funded by a foreign country or one sponsored by a foreign funding organisation/consortium. These are often implemented through the structure of an organisation centering around the project agency. The project agencies also undertake mobilisation of the people in the area of their operation for pursuing the objectives

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of the project and often create some type of organisations for this purpose. These organisations do not necessarily have a legal status but do permit interaction among its members and promote group action in activities connected with this project.

xii) Organisations are sometimes built around a single individual or a group of individuals who either on their own initiative or under the influence of an activist agency outside take up the tasks of mobilisation of rural poor and promoting group action without becoming a part of that agency. The relationship between such an organisation and the outside agency is somewhat loose and without any formal linkage.

xiii) Individual Centred Model - Some organisations of poor are built around the personality of a charismatic/dedicated individual. This model does not have a structure or a form but nonetheless promotes group action/behaviour through the influence/guidance/direction of an individual who inspires confidence among the concerned people. Quite often such experiments do get concerted into some type of formal organisation later when the area of activity expands or the following increases.

The existing programme of organising the rural poor

16. The existing scheme of organising the rural poor administered by CAPART envisages a strategy under which leadership potential within the target groups is identified and such persons are equipped with necessary skills and given other assistance which becomes instrumental in their spontaneous organisation and group action. This strategy is sought to be concretised with two streams of training programmes which CAPART permits voluntary organisations to take up. One stream of training is for persons among the rural poor who belong to the village and after acquiring necessary skills and confidence agree to work for mobilisation of their fellow-men for getting them the

needed assistance under various development and regulatory programmes. The catalyst in this stream is known as an Animator whose role is to inspire, facilitate and help the people in getting the requisite benefits. He also functions as a reference point for information and knowledge on programmes and policies which vitally concern rural poor. The second stream of training is for persons known as rural organisers whose goal is to help people form organisations of their own to achieve specific objectives they have in view. A Rural Organiser goes much beyond the stage envisaged for an Animator in the tasks performed by him.

17. The Animators are selected for their potential qualities of leadership, ability to communicate with and establish rapport with people, capability to influence and mobilise them and talent in handling and resolving local level conflict situations in a manner that does not hurt the interests of the rural poor. The selected person is expected to live in the village or the area of operation. No restrictions on age or education are prescribed. No official interference is permitted in selection procedure. The selection is made through a mechanism under which the target group members themselves decide who in their midst qualify for leadership role. A minimum percentage is prescribed for women, SCs and STs to be selected as bulk of the rural poor come from these categories of persons. The Animators undergo a three weeks training in a suitable institution run by a voluntary organisation. The entire cost of training including boarding and lodging is met from the funds of the programme. The training curriculum focusses on information gathering, awareness building and conscientisation and skill formation. The Animators after training go back to their village and start working on their own. The voluntary organisation responsible for their selection and training is expected to guide them in handling difficult situations. No remuneration is paid to these Animators. Their work is seen as a natural culmination of their daily existence and interaction with outside world. The

Animators are expected to disseminate to rural poor of the area information about schemes and programmes which concern them, help them articulate their view point before the authorities, create an urge in them for solidarity and group action, help them resolve conflict situations without outside intervention etc.

18. The functions of Rural Organiser are different from those performed by social Animators. Their process of selection, training and support system are also different. The Rural Organisers are expected to take up awareness creation among target groups, building up confidence in them and enabling them to see their strength and weaknesses vis-a-vis other forces surrounding them helping them realise the need for organised and collective action and prevailing upon them to form an appropriate organisation for this purpose. The Rural Organiser is not expected to be a permanent feature of the area. After an organised or collective entity is formed and has started operating, he is expected to withdraw from the scene though he may continue to establish linkages and provide support system. The Rural Organiser is expected to shift to another area and repeat the same process. Since the qualities expected of a Rural Organiser are not easy to find in view of complex nature of functions to be discharged by them, persons with such potential are selected from Awareness Camps organised for the rural poor in areas affected by acute problems. In these camps 30-40 participants are brought together for a period of three to four days where they have informal experience sharing and learn basic information about programme and policies, have interface with officials and are enabled to identify their problems and chalkout a programme of action. The camp strategy is based on a dialogic model designed to help participants reach the following successive stages:

1. Interest perception;
2. Interest aggregation;
3. Interest articulation;

4. Organisation;**5. Action.**

19. During the camps, participants who display leadership qualities and interest in organisational work are identified for discharging the role of Rural Organisers. The process of selection is not a structured one but a dynamic process under which the potential is assessed through behaviour of the participants over a period of three to four days. No qualifications or age limit is prescribed. After selection, the Rural Organisers are sent for training for a period of eight weeks to an agency or institution that has wide experience in handling such programmes. The entire cost of the training including boarding and lodging is met from the programme funds. The training curriculum besides covering the features prescribed for social Animators lays greater emphasis on equipping the trainees with ability to influence the target group for collective action and forming appropriate organisation. The skills in management of such organisation is also imparted.

20. The pattern of training prescribed for social Animators is also adapted with suitable modifications for activating tribal community leaders. In several tribal pockets, tribal leaders command wide respect and are deeprooted in the social cultural ethos of tribal society despite the fact that established statutory institutions have over-shadowed them. These traditional tribal leaders, however have a great deal of potential for functioning as social animators in their area. The programme for training these community leaders is expected to help the process of checking disintegration of tribal community and to make traditional organisations dynamic institutions for serving tribal people. These tribal leaders can take up the work for prevention of alienation of tribal land, protection of tribals against harassment by non-tribals and helping them get benefits of their development programmes. These traditional tribal leaders can also play a vital role in protecting the interests of tribal migrant labourers, protecting tribal

women against sexual harassment and in administering programme of small consumption credit for local needs. Unfortunately, however, under the programme of social animators, this specific stream of training has not been taken up on a substantial scale.

21. The above schematic pattern provides financial assistance for activities relating to training of social animators and rural organisers, training of trainers, holding of camps etc. However, if other models of organisation of rural poor discussed in the paper are also suitably incorporated within the structure of the scheme that is being envisaged now, financial assistance may have to be extended to individuals/agencies for other purposes also such as post training assistance, office maintenance, legal support, periodical meetings, communication input, printing of literature, documentation, registration expenses etc. The existing schematic structure administered by CAPART would, therefore, need to be suitably revised. There should be no difficulty in doing so once a decision is taken about the nature, scope and other parameters of the programme for organising the rural poor we have in view.

Issues for decision: A Government Sponsored Scheme

22. The major issue for decision is whether the task of organising the rural poor for attaining the objectives outlined in this note should be taken up as a government sponsored scheme. There is a school of thought which strongly articulates the view that the Government is not an appropriate agency for promoting organisation of rural poor. Since such organisations are more likely to be critical of the Government and may also get into confrontation with it in a large number of situations, the Government bureaucracy is ill equipped to perform this role sincerely and honestly. The experience has also shown that administrative machinery does not view favourably the assertiveness of rural poor promoted by non-official organisations.

The function of organising the rural poor should therefore be left to non-official organisations whether political or non-political. It has, however, been noted earlier in this paper that there is little evidence of non-governmental organisations mobilising rural poor on a large scale. Such activities are sporadic and confined to isolated pockets. In the circumstances, once the need for organising the poor is recognised, the task should be accomplished through diverse ways. The Government should come out in a major way to take up this work through a well conceived programme in which the efforts at organising the rural poor should get financial assistance and social and political support. Such a programme would have the added advantage of removing suspicion in Government towards agencies engaged in this work and bringing rural poor into the mainstream of national activities. A Government sponsored scheme for organisation of rural poor, however, need not mean that public bureaucracy would itself be entrusted with task of executing it. It would only imply that a broad conceptual framework would be laid down within which various agencies/individuals/institutions can take up this work, receive financial assistance, technical help and political support from the Government, wherever needed. It is, therefore, suggested that a central sector scheme for organising the rural poor should be promoted. The scheme may be funded entirely by the Central Government as the states are not likely to evince much interest in it.

Appropriate model of organisation

23. What model of organisation of rural poor should be promoted under such a programme? Various models, traditional as well as innovative have been discussed in this paper. There is a great deal of variety and diversity in methods adopted for creating awareness among poor, promoting organisation and pattern or organisations so created. It is neither necessary nor desirable to promote a specific model. Barring models or organisations promised by religious establishments

which should be kept outside the purview of the Scheme, sufficient flexibility should be permitted for different areas, target groups and situations to throw up appropriate organisations suited to their milieu and get support under this programme.

24. What should be the process of identification of rural poor for this programme? It would not be desirable to lay down a specific or rigid process of identification. Except where a Government agency itself is executing a scheme of organising a specific target group of the rural poor, it should be left to the concerned agency which intends to execute the programme to decide on its own the process of identification within the parameters laid down for the scheme. Since the task of awareness creation and mobilisation of rural poor is largely undertaken by non-official organisations of different types, it may be desirable to evolve some guidelines in consultation with such non-official agencies engaged in implementation of the programme so that the process of identification inspires confidence of all concerned. It may also be necessary to specify that where rural poor are being identified for imparting training, a minimum number of such poor coming from disadvantaged sections like SCs/STs, women should be necessarily selected as the bulk of the rural poor belong to these categories.

Thrust areas

25. While the work involved in organising the rural poor is enormous and the field very wide, it would be desirable to identify some thrust areas and specific target groups for priority attention. The following thrust areas are suggested:

- i) Areas prone to atrocities on SC and STs.
- ii) Areas with high incidence of bonded labour and inter-state migrant labourers.
- iii) Areas of tribal concentration.

- iv) Areas of low wage levels.
 - v) Areas of acute atrocities/harassment on women.
 - vi) Areas of acute poverty.
 - vii) Areas of civil rights violations.
26. Some of the specific activities for which rural poor should be organised are:-
- a) Protection of SCs/STs/Women against atrocities;
 - b) Implementation of land reforms;
 - c) Obtaining minimum wages;
 - d) Fighting against social oppression caste and communal bias;
 - e) Freedom from forced labour and rehabilitation of freed bonded labourers;
 - f) Income generating activities;
 - g) Obtaining access to the delivery system and facilities set up by the Government for their development;
 - h) Obtaining credit and channelising savings;
 - i) Liberation from the clutches of the ubiquitous moneylenders;
 - j) Protecting traditional rights of tribals in respect of forest produce;
 - k) Obtaining justice from revenue court/courts of civil and criminal jurisdiction;
 - l) Protecting their land from being acquired for unproductive projects;
 - m) Proper rehabilitation of displaced persons on acquisition of their land.

27. The above is not an exhaustive but only an illustrative list. The programme is intended to cover wider objectives than merely improving the reach of Poverty Alleviation Programmes which the existing scheme implemented by CAPART seems to focus on.

Training

28. One of the biggest problems faced in the implementation of programmes for organising the rural poor taken up so far has been in respect of the training. This includes aspects such as competence of the institution, content and curricula of training, methodology of training, input support (training material), duration of training etc. The training programmes for organising the rural poor are a highly complex and multi-faced task.

29. A structured training programme with focus on mere information dissemination through lectures by experts is not at all relevant to their needs. The training programmes for the rural poor should concentrate, primarily, on removing from their minds a sense of inferiority and feeling of dependence, subordination and helping them regaining their confidence. The strategy of training to achieve this objective would have to focus on experience sharing, participation in real like situations, ability to cope with stress and conflicts, capacity to carry together people with diverse interests, creative modes of expression etc. There are not many institutions/agencies equipped to carry out this type of training. The following steps would therefore seem necessary:-

a) To identify agencies, organisation, institutions, informal groups which have ability to transmit this type of training and have experience in this field in every State/UT. CAPART may undertake this task with the help of non-official experts in this field.

b) To design broadly curricula for training for different types of interest groups with sufficient social flexibility built into it so that various organisations and agencies can try out innovative methods. CAPART may mobilise an expert group consisting of individuals from organisations which have been doing this type of work and design such a curricula which need not have an element of finality. It should be subjected to continuing discussion and debate so that its appropriateness can be evaluated.

c) To prepare relevant and appropriate training material/literature for the rural poor consistent with the objective of the programme. This training material would have broadly two components:-

i) Which provides general awareness and focusses on group action; and

ii) Which is oriented towards specific activities of a particular groups of rural poor. While the literature on (i) would be common for all categories of rural poor, the literature on (ii) would be different in case of each category of rural poor.

30. A large number of organisations/voluntary agencies have been producing such literature/material. This should be pooled and made available to training organisations/institutions. However, more creative efforts are needed in this area. CAPART should sponsor a programme and encourage such efforts.

Communication strategy

31. The communication strategy is vital to the success of this programme. This would obviously be specific to the area and the groups being catered to. Each category and organisation would have to evolve

its own strategy. However, the experience of various organisations engaged in this task should be pooled and documented for wider circulation and appreciation. CAPART should act as a nodal agency to carry out these tasks.

Support System

32. The programme for awareness creation among rural poor and promoting their organisation is a highly complex and daunting task, more so in the social and economic situation in which it would have to operate. The success of this programme would, therefore, depend upon the support system available to those engaged in the implementation of this programme. This support system would have the following components:-

- a) Financial support would be needed for the following :
 - i) meeting the cost of training;
 - ii) training the trainers;
 - iii) organising group activities of the rural poor;
 - iv) office maintenance and mobility of the organisation;
 - v) communication;
 - vi) preparation and dissemination of training material;
 - vii) legal aid;
 - viii) pursuing specific economic activities;
 - ix) providing technical inputs and intellectual support to organisations;
 - x) carrying out impact studies.

CAPART is already operating a scheme called organisation of beneficiaries under which some of these activities are supported by

them financially. The parameters of financial assistance are contained in Annexure. CAPART is engaged in the reviewing and rationalising the norms of financial assistance for these activities. This task should be accomplished in consultation with reputed voluntary organisations with long experience of handling this work. The revised norms of assistance may be applied to this scheme as well.

b) Intellectual support: The programme would require a massive intellectual support from research organisations, voluntary agencies, intellectuals, activities, for preparing training material, documentation and in the field of communication strategy etc. A large number of such organisations and individuals having abilities of this kind would have to be identified. CAPART should undertake to accomplish this work on the country-wide basis.

c) Political support: The basic objective of the programme is to awaken the rural poor and to make them assertive. Such a programme is not likely to be welcomed by the established power structures in rural society which stand to benefit from the present depressed conditions of the rural poor. They are likely to frustrate the objectives of the programme by creating law and order situations, generating group conflicts, implicating the poor in false cases, intimidating and assaulting the poor and resorting to other forms of retaliation of the rural poor. The beneficiaries of this programme may also be dubbed as naxalites or anti-nationals with a view to bring them down in the eyes of the Government and its administration. Hostility and suspicion may be created against the organisations and agencies carrying out this work. It is, therefore, absolutely necessary that there is a clear and firm political commitment of the Government, Central as well as State, towards this programme. This commitment should be clearly reflected in giving necessary support and strength to the rural poor and their organisations against above mentioned retaliatory measures.

d) **Administrative support:** It has usually been seen that the law and order and development machinery at the lower levels do not take kindly to attempts at organising the rural poor because of the threats perceived by them to their existing position. The self assertion of the rural poor would obviously dilute the authority structure of the bureaucracy. Attempts, may, therefore, be made by them to stifle this process by various types of non-cooperative and obstructive activities. The administrative machinery may also in these circumstances become an easy instrument in the hands of the dominant sections and vested interests in rural society for unleashing repression on the rural poor. Therefore, along with a clear political commitment for the programme, reorientation of the attitudes of development of law and order would also be necessary in order that it may lend necessary support to such a programme. A close interface between the agencies organising the rural poor and the local administration would not merely be needed but would have to be suitably institutionalised.

e) **Net working:** Most of the agencies organising the rural poor carry out this task in an isolated manner in a small area with little contact with and support from large organisations or similar organisations working elsewhere. In such a situation, these organisations become easily vulnerable to various mechanisms of obstruction and subversion by the vested interests. They are also unable to inform the higher echelons of the Government about the ground level realities and social dynamics of the process of change taking place in their area of operation. The result, often, is that the Government at a higher level, solely relying upon the views of the local administrative functionaries or political heavy weights, takes a biased view of such organisations and acts in a manner prejudicial to the interests of the rural poor. It is, therefore, necessary that agencies/individuals engaged in such type of work are in contact with each other and together are able to provide support and sustenance and also are able to exert necessary pressure on authorities at appropriate level to protect the programme and the interests of the

rural poor. The networking should also help in agencies/organisations taking help of the resource persons/technical inputs available with others. Therefore, networking among agencies/organisations engaged in this task would be a very valuable support for this programme.

f) Support of the local community - Any organisation/agency/individual working for the rural poor would do well to seek support for their programme from the local community wherever possible on at least from a section of it who agrees with the objectives of the programme or is not hostile to it. In fact, a conscious attempt should be made to cultivate this support from the local community because, in the ultimate analysis, support from even a section of the local community would provide much greater strength to the programme and the movement than any support from political/bureaucratic hierarchy located far way from the area where programme is running. Besides, such a support would also frustrate the attempts of vested interests within the village as also outside it to paint a distorted picture of the programme with the intention of subverting it.

Continuing communication

33. The programme is likely to be implemented in various parts of the country by small organisations working in isolated pockets. It would be absolutely essential to provide a forum in which they can periodically meet, exchange experience, learn from each other's successes and mistakes, share each other's infrastructure, technical and intellectual resources and suggest improvements to the programme. CAPART as the nodal agency for this programme should be able to provide such a forum. In fact, such a system already exists in CAPART.

Participatory Monitoring and Evaluation

34. The programme of this type should not be evaluated in a conventional way and through conventional methods of social science research. A system of evaluation in which the organisations engaged in implementing the programme as well as beneficiaries both participate along with other interested resource persons/research institutes should be institutionalised and this participatory forum should do the critical self appraisal. The benefits of such an appraisal should be made available to other organisations and eventually the lessons learnt from such appraisals should be discussed in the national level forum for continuing communication.

Agency for implementation

35. At present, CAPART is nodal agency for implementing the scheme of organisation of beneficiaries of anti-poverty programmes. This scheme is entirely implemented by voluntary agencies. Financial assistance is provided by CAPART to these voluntary agencies in accordance with the financial norms laid down by it. However, there is no scope under the existing scheme to assist an individual or a non-registered organisation or any other institution for this work. This is because CAPART is an apex institution for assisting the voluntary organisations only and its constitution does not permit to render assistance to any other body or individual. It is however felt that the present scheme for organising the rural poor should not restrict the implementation agencies to voluntary organisations only. It has been earlier mentioned that there are various models and patterns of organising the poor and the proposed scheme should be able to provide assistance to individual/group/agency doing this work and seeking help within the parameters laid down for the scheme. But it is also desirable that CAPART should continue to function as a nodal agency for implementation of this scheme at the national level because of

the flexibility in its administrative arrangements and the experience it has acquired in this field. It is also true that by and large the scheme is likely to be implemented by voluntary organisations only. If the pattern suggested in this paper for assisting those engaged in organising the rural poor is accepted, CAPART would have to be suitably authorised to provide assistance to non-voluntary organisations also.

Integration with other schemes

36. It has been mentioned in earlier part of this note that there are various schemes of organising the rural poor which are currently under operation in different Departments/Ministries of the Government. The basic objective of these schemes is essentially the same i.e., to create awareness in the rural poor and help them in getting the benefit of various development programmes. Although each scheme administered by a Department/Ministry may be focussing the efforts to achieve the specific programme objectives rather than on general awareness encompassing various other matters which affect the lives of the rural poor, it does, however, seem necessary that in any area where a scheme for organising the rural poor is under operation, irrespective of the Department/Ministry handling it, it should integrate with similar schemes of other Departments so that there is no duplication in effort and overall impact of the programme is better. Besides, the life of a rural poor cannot be perceived as fragmented into various compartments. Therefore, if the general consciousness of the rural poor about various matters concerning him improves, it is likely to result in more satisfactory implementation of all development programmes and accrual of benefits for them. In the circumstances, separate Awareness creation Programmes for different departmental activities would no longer be necessary. It may also be provided that in any area where the scheme of organising the rural poor of a particular Government department/agency or even a non-official organisation is being implemented that area may be excluded from the coverage under

the programme proposed in this paper and the programme already being run should be made more broad based to cover a wider set of objectives. The basic idea is to avoid too many schemes and agencies operating in the same area for achieving the same objective. Also, a scheme of organising the rural poor for achieving the objectives of a departmental programme should also aim at improving the general consciousness of the rural poor as well. To facilitate this linkage, CAPART should be declared as a nodal agency for all programmes which have a component of awareness creation and organising the rural poor.

A simpler legal structure

37. The need for evolving an appropriate legal structure and framework for organisations of rural poor and weaker sections has received virtually no attention so far. The trade union, co-operative society and registered society are the three legal structures in operation at present. However, the rural poor have difficulties in effectively participating within the framework of all these three systems. It is recognised that as the process of organising the rural poor makes headway, those involved in it would feel the necessity to convert themselves into a formal organisation with a view to assert their collective identity more sharply, get protection of the law and benefit of some developmental programmes. In view of this evolving a simpler pattern of organisational structure with legal sanctity different from the existing ones in which rural poor (mostly illiterates) can operate with ease, legal procedures are within their range of comprehension and there is less scope for interventions/manipulations from above or outside may be considered. The Department of Rural Development may constitute a small group to work out in consultation with Ministry of Law, the legal structure of such an organisational model.

Poverty Estimate - Unanswered Questions

Poverty in India has been estimated on the regular basis by the Planning Commission since 1960-61 based on consumer expenditure data generated by National Sample Survey Organization (NSSO).

For the years 1960-61 to 1973-74, yearly estimates of poverty based on NSSO figures are available except for 1962-63. After the year 1973-74, poverty estimates directly based on NSS consumer expenditure distribution are available only for 1977-78, 1983-84 and 1987-88. Planning Commission has, however, prepared estimates of poverty for 1979-80 and 1984-85, the base years for Sixth and Seventh Plan respectively, on the basis of extrapolation of the available

estimates. The all India estimates of the number of rural poor and their percentage to total rural population are shown in Table I.

It will be observed from Table I that the percentage of rural poor population in the country has been fluctuating around 50% during the Sixties and the Seventies. A simple average of the estimated percentages of rural poor upto 1979-80 works out to 50.3% and the range of these estimates is from 45.2% to 56.8%. There was hardly any discernible trend till the end of seventies. Several scholarly studies have indicated a significant negative correlation between agricultural production and rural poverty. It would appear that by and large, the percentage of rural poor moved up and down along with the level of agricultural production, especially foodgrain production.

The estimates of rural poverty for the Eighties show a clear downward trend. There was a 12.9 point (i.e. 24.2%) decline in the percentage share of rural poor over the four year period 1979-80 to 1983-84. Again, there was a 7 point (i.e. 17.3%) decline in the percentage share of rural poor over the subsequent four year period 1983-84 to 1987-88. Thus, over a period of eight years the percentage of rural poor has come down by 19.9 points (a decline of 37.3%) which can be considered a significant achievement. Further, the decline in poverty during 1987-88 over 1983-84 has raised doubts about the theory of negative correlation between poverty and foodgrain productions; the year 1987 witnessed one of the worst monsoon failures of the century and indeed the foodgrain production in 1987-88 was 12 million tonnes lower than that of 1983-84.

The sharp decline in the proportion of rural poor at the national level in the recent years obviously implies that the State level estimates also have been showing substantial decline. The State level estimates of rural poverty have acquired special significance in the eighties; while these were not showing any trend, upward or downward, during the

earlier periods, they have been showing clear downward trend in recent years.

NSS data are one of the best data sets available on the basis of sampling anywhere in the world and certainly the best for a developing country. However, questions have been raised in the past about the validity of the NSS estimates of consumption expenditure (see Tyagi D.S., 1982 and Vaidyanathan A., 1986 for example). Some of the State Governments also started questioning the estimates based on central samples from 38th round (1983-84) onwards. The points shared by State Government is that the data based on NSSO, underestimates the poverty in the respective States. Since the allocation of Central assistance for anti-poverty programme across the State is linked to the level of poverty, the States seek to ensure that their poverty figures are not underestimated.

In particular in some of the states viz. Assam, Himachal Pradesh, Jammu & Kashmir and Tripura there has steep fall in the estimated percentage share of rural poor in 1983-84. Similarly, there is a fall in the estimated percentages share of rural poor in Rajasthan in 1987-88 which happened to be a very severe drought year in the State.

The estimated percentage share of rural poor in these five States along with all India figures for 1977-78, 1983-84 and 1987-88 are given in Table II. It is clear that there has been steep fall in the estimated poverty ratios in Assam, Himachal Pradesh, Jammu & Kashmir and Tripura in 1983-84. While the decline in rural poverty between 1977-78 and 1983-84 was 21% (i.e. from 51.2 to 40.4 percentage points) at the all India level, it was as much as 57% (from 48.5 to 20.8), in Assam, 50% (from 27.8 to 14) in Himachal Pradesh, 48% (from 31.7 to 16.4) in Jammu & Kashmir and 64% (from 64.5 to 23.5) in Tripura.

An examination of the State level estimates of poverty and their declining trend in conjunction with a few important economic indicators which have a bearing on rural poverty may be relevant. Specifically, the trend in per capita State domestic product, per capita foodgrain production, per capita value of agricultural output per worker and per capita investment in anti-poverty programmes have been examined. What comes out clearly is the fact that there has been no significant improvement in the level of economic indicators in these States during the period under consideration to justify the steep decline in poverty. Thus, for example, between 1977-78 and 1983-84 poverty in Himachal Pradesh was reduced to half while per capita State income as estimated by CSO has, indeed, come down marginally. Again, per capita foodgrain production in 1983-84 was lower than that of 1977-78 in four of the States under consideration (for details see Table. IV). Similarly an examination of the estimates of value of agricultural output per worker and the levels of expenditure on antipoverty programmes for the relevant period does not give any evidence of steep decline in rural poverty in the four States under consideration.

Some of the States have come up with alternate estimates of poverty based on sample/complete enumeration surveys conducted by State agencies. It is not clear as to how far these surveys are strictly comparable to those of NSSO. In any case estimating income/expenditure of rural families which do not have regular and steady sources of incomes and which do not keep accounts of incomes/expenditure is an extremely difficult exercise.

Some of the State governments have questioned the very basis of sampling to arrive at an estimate of the total number of poor families. It is argued that this can be reliably done only on the basis of a census or complete enumeration. This, however, is a highly questionable proposition. It is well known that a scientifically organised sample survey can yield better estimates of the characteristics of a population

than a complete enumeration survey especially if the population is very large. This is due to the fact that the non-sampling errors due to poor training of the enumerators and other biases and logistics aspects involved in a census may outweigh the sampling errors.

The case of Rajasthan is interesting. As per the 43rd round of NSSO the poor in Rajasthan constitute only 26% of the rural population as against the national average of 33.4% on a comparison of 14 major States (non-Special Category States) using a set of 15 important development indicators including per capita Plan outlay, per capita consumption of fertilizer, per capita consumption of power, per capita bank credit, per capita population ratio, percentage of villages electrified and percentage of villages with water supply, it is observed that the State ranks between 9 to 14 on all these indicators and is lagging behind the other States in providing economic and social infrastructural services. It is also seen that considering the backwardness of the State, the Ninth Finance Commission recommended a fairly high level of Central transfers to the State.

One can justifiably question the assumption behind a uniform poverty line throughout the country. The energy requirement of 2400 calories per capita per day is only the average requirement for the country. The average requirement could be much higher in hilly and other difficult areas as well as in very cold climates. The practice of retaining the consumption basket unchanged over long periods can be questioned. Change in consumption pattern with a shift from cheap calories based on bajra to costly calories based on wheat may increase the poverty line money expenditure.

The appropriateness of pro-rata adjustment of NSS consumer expenditure data for the implicit underestimation of consumption expenditure as compared to that given by CSO is yet another point. Indeed, NSSO estimates of consumer expenditure have been systematically below the corresponding consumer expenditure

derived from National Income Estimates of CSO to the extent of 20% to 30% over the years. Pro-rata adjustment is based on the implicit assumption that underestimation is proportionally distributed across all income classes. However, through various micro-studies it has been well established that consumption expenditure of higher income classes are invariably under-estimated. If at all there are biases in the estimation of consumption of low income classes, they have the usual effect of over-estimation of consumption. And as a result, pro-rata adjustment of NSSO estimates in effect scales up the consumption of the poor. The result obviously will be to reduce the estimated percentage of the poor.

There are two other serious critiques of poverty line estimates both of which relating to the use of inappropriate prices. The first relates to using of the implicit price deflator derived from National Account of CSO. And the second relates to the issue of ignoring price differences in different parts of the country in arriving at the poverty line. To appreciate the nature of the issues it would be appropriate to examine the basis of the present poverty line.

The Task Force on Minimum Needs and Effective Consumption Demand (Planning Commission, 1979) in its report had indicated that on an average a per capita expenditure of Rs. 49.09 and Rs. 56.64 per month at 1973-74 prices would satisfy a calorie requirement of 2435 and 2095 per capita per diem in the rural and urban areas respectively. This calorie requirement was arrived at by the Task Force by taking into account a weighting diagram of the population which included separate homogeneous groups of the population distributed according to age, sex and activity. For each of these homogeneous groups, the recommended calorie intake as given in the report of the Nutrition Advisory Group (1968) was taken and the resultant weighted average calorie requirement was arrived at separately for rural and urban areas. This weighted average calorie requirement as mentioned above

worked out to be 2435 and 2095 for rural and urban areas. And for actual use they have been rounded off to 2400 and 2100 respectively. Corresponding to these levels of calorie intake, poverty lines at 1973-74 prices were estimated from the 28th round (1973-74) of the NSS consumer expenditure data by applying inverse linear interpolation method. The Task Force assumed the midpoint of the expenditure class as the average per capita monthly expenditure for the concerned class. Thus, the poverty line for rural areas was taken as the midpoint of that consumer expenditure class for rural areas which contained the minimum calorie requirement of 2400.

As mentioned above, the main criterion for determining the poverty line is calorie consumption. The Report of the Study Group on the Concepts and Estimation of Poverty Line (Planning Commission, 1984) endorsed this criterion. The Study group at paragraph 1.2.3 of its report make the position clear: "Thus the estimated poverty line ensures that having the amount, an individual prefers to distribute his expenditure between food and non-food in such a way that the calorie content of his food consumption satisfies the desired calorie norm." Poverty line defined in this manner would mean that an individual with the poverty cut-off per capita expenditure on an average will spend voluntarily a part of it on food, which will meet the normative calorie requirement. Thus, the concept of poverty line adopted by the Planning Commission is partly normative and partly behavioural.

The poverty line worked out this way needs updating overtime for (i) change in calorie norm resulting from change in population structure, (ii) change in consumption basket due to change in tastes and due to other reasons and (iii) change in prices. It is important to mention in this context that consumer expenditure surveys are conducted only once in five years by NSSO since 1973-74. As such, updating can be done only for those years for which surveys have

been conducted. For estimating poverty line for inter-survey years, separate method of updating is to be adopted. The Study Group had examined the issue of change in calorie norm arising from change in population structure and found that the quantum of change is small and as such can be ignored for short and medium periods. Changes in consumption basket and changes in prices can be taken care of by using the actual consumption data generated by NSSO once in five years.

The Planning Commission however follows short cut method for arriving at the poverty line monetary figure even for years like 1977-78, 1983-84 and 1987-88 for which direct estimates are possible. For example, the poverty lines as given in the Technical Note on the Seventh Plan for 1977-78 and 1983-84 were arrived at by inflating the poverty line estimated by the Task Force for 1973-74. The process of inflating was carried out by using an Implicit Price Deflator arrived at by dividing the total private final consumption expenditure given in the National Accounts Statistics of CSO at current prices by the same at constant prices for the corresponding period. This inflating process can lead to serious distortion of the poverty line as will be explained later. The Study Group referred to earlier had recommended that poverty lines should be estimated directly from NSSO data for the years for which they are available. For the intervening years the Group had suggested the use of a deflator which would appropriately take into account the consumption basket of persons near the poverty line rather than the use of an Implicit Deflator derived from National Income Statistics which takes into account the consumption basket of the entire nation.

Following the recommendation of the Study Group, the Planning Commission in its Technical Note on the Seventh Plan has indicated the consumption basket of persons near the poverty line based on the 38th round of NSS consumer expenditure data for 1983-84

which comprises of 19 commodity groups. Corresponding to these commodity groups, index numbers of wholesale prices for 1973-74 and 1983-84 for 16 such groups which account for around 88% of the total consumer expenditure were used to arrive at deflators separately for rural and urban areas for 1983-84. The updated poverty line using the rural deflator worked out to Rs. 101.30 per capita per month. Since this was found very close to the updated poverty line obtained by CSO's Implicit National Income Deflator (Rs. 101.80), the Planning Commission argued in favour of use of the latter as proxy for the price rise in the consumption basket for the poor.

The above argument of the Planning Commission appears to suffer from a number of conceptual and methodological limitations. The Planning Commission uses the index number of whole prices at the commodity group level as furnished by the Ministry of Industry for updating the poverty line. Several researchers, notably R. Radhakrishna, have brought out the limitations of this approach. The published commodity group wholesale price indices are based on weights of the individual commodities coming to the market as surplus. It is well known that only a small proportion of many of the items consumed by the rural population enters the market. Radhakrishna and others have constructed commodity group price indices from individual commodity wholesale price indices using appropriate weights derived from NSS consumer expenditure data for items within a commodity group. Such indices, which are more appropriate for updating poverty line, have been found to be markedly different from Implicit Deflator of the CSO. Further, the closeness of the updated poverty line using the published Wholesale Price Indices and the CSO deflator appears to be due to the fact that both are basically using the same set of prices for evaluating the same commodities.

The second issue relates to ignoring price differences in different regions in the country. In a recent comprehensive study Kakwani

and Subbarao (1990) dealt with this problem. Using comparable relative prices at the State level and the State-specific Consumer Price Indices for Agricultural Labourers prepared by Labour Bureau, they worked out State-specific poverty lines at current prices for various years for which NSS estimates are available. The relevant estimates are reproduced in Table. III. It is evident that there is a substantial difference in the State-specific poverty lines across the States. For example, in 1983-84, poverty lines in West Bengal and Bihar are 23% and 14% above the national average. On the other hand, for the same period poverty lines in Andhra Pradesh and Rajasthan were 16% and 14% below the national average. Further, it can also be seen that while some of the States have very high poverty lines for every period, some others have consistently very low poverty lines. Since Kakwani and Subbarao have restricted their analysis to cover only 15 major States, we do not have State-specific poverty line estimates for North-Eastern States. It is well known that prices of most items which go into the consumption basket of the rural population in those States are significantly higher than the corresponding prices in the other parts of the country. As such, the State-specific poverty lines for these States are bound to be substantially higher than those of other States. Even if the limited sample size of NSSO do not permit estimates of poverty lines for each state separately, it may be useful to provide a region-specific poverty line for the North-East. This could also be taken up for consideration by Lakdawala Committee.

To recapitulate, from the discussions so far it is clear that the methodology followed for estimating and updating poverty line by the planning Commission needs a number of improvements. The present method appears to under-estimate the monetary value of the poverty line. And there is a clear possibility that the remarkable decline in the share of rural poor in recent years may be partly due to this estimational anomaly. Further, the present method of estimation is likely to introduce serious distortions in the estimates of the

percentage share of rural poor in North-Eastern States and some other States are likely to be under-estimated, it may be over-estimated in some other states.

It is expected that the Expert Group set up by the Planning Commission recently with Rrof. D.T.Lakadawala as chairman will reslove this very important issue.

As the allocation of resources to the State Government for the programmes of poverty alleviation such as Jawahar Rozgar Yojana (JRY) and Integrated Rural Development Programme (IRDP) are based on the poverty ratios and even the allocation for rural water supply, is to some extent, based on relative poverty, Department of Rural Development consider that the estimates of Rural Poverty require a re-look.

TABLE - 1
RURAL POOR IN INDIA -OVER THE YEAR

Year	Number of Rural Poor	Percentage of Rural Poor (in million)
1	2	3
1960-61	202.21	56.8
1961-62	204.23	56.2
1963-64	203.47	53.8
1964-65	182.68	47.4
1965-66	196.30	49.9
1966-67	197.05	49.2
1967-68	184.60	45.2
1968-69	201.88	48.4
1969-70	198.85	46.8
1970-71	207.13	47.8
1972-73	228.26	50.5
1973-74	219.91	47.6
1977-78	254.92	51.5
1979-80	273.00	53.3
1983-84	221.50	40.4
1984-85	222.20	39.9
1987-88	196.00	33.4

Source : Planning Commission, based on NSS Consumer Expenditure surveys.

TABEL II
ESTIMATED PERCENTAGE SHARE OF
RURAL POOR IN SELECTED STATES

S.No.	States	1977-78	1983-84	1987-88
1.	Assam	48.50	20.80	24.50
2.	Himachal Pradesh	27.80	14.00	9.70
3.	Jammu & Kashmir	31.70	16.40	15.50
4.	Rajasthan	33.50	36.60	26.00
5.	Tripura	64.50	23.50	11.30
	All India	51.20	40.40	33.40

Source: Planning Commission

TABLE - III

Per Capita Net State Domestic Product at constant (1980-81) prices 1977-78 to 1988-89(Rupees)

Sl. State/UT's No.	1977- 78	1978 - 79	1979- 80	1980- 81	1981- 82	1982- 82	1983- 84	1984- 85	1985- 86	1986- 87	1987- 88	1988- 89
1. 2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.
1. ANDHRA PRADESH	1341	1406	1346	1380	1558	1545	1578	1505	1552	1461	1530	1692
2. ARUNACHAL PRADESH	1457	1608	1506	1557	1744	1745	1808	1913	2218	2365	2317	2429
3. ASSAM	1183	1155	1069	1200	1307	1367	1375	1457	1483	1474	1521	1558
4. BIHAR	858	860	812	878	897	871	953	997	1005	1038	976	1030
5. GOA	2735	2623	2741	3145	2752	3152	2964	3313	3166	3353	3405	3523
6. GUJARAT	1929	2005	1961	1970	2125	2048	2346	2225	2048	2147	1948	2506
7. HARYANA	2209	2370	2149	2370	2396	2475	2457	2483	2778	2714	2586	3086
8. HIMACHAL PRADESH	1750	1765	1559	1698	1769	1673	1719	1592	1771	1865	1813	1914
9. JAMMU & KASHMIR	611	648	616	642	638	633	673	675	681	684	NA	NA
10. KARNATAKA	1680	1703	1710	1612	1669	1681	1747	1828	1723	1848	1914	2041
11. KERALA	1419	1427	1472	1494	1453	1462	1377	1435	1462	1400	1416	1530
12. MADHYA PRADESH	508	432	408	517	529	536	612	574	612	583	649	680
13. MAHARASHTRA	2432	2541	2521	2427	2434	2473	2635	2562	2684	2646	2816	2960
14. MANIPUR	1544	1455	1432	1449	1508	1505	1600	1629	1684	1684	1766	1775
15. MEGHALAYA	NA	NA	NA	1361	1379	1361	1354	1385	1427	1415	1483	NA
16. NAGALAND	NA	NA	NA	1383	1539	1616	1700	1806	1844	1889	2016	2133

TABLE - III (Contd...)

Per Capita Net State Domestic Product at constant (1980-81) prices 1977-78 to 1988-89(Rupees)

1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.
17.	ORISSA	1301	1360	1123	1231	1227	1133	1341	1210	1390	1365	1320	NA
18.	PUNJAB	2656	2792	2746	2724	2897	2935	2928	3085	3239	3291	3387	3552
19.	RAJASTHAN	1399	1429	1188	1222	1285	1278	1525	1379	1338	1333	1241	1620
20.	SIKKIM	NA	NA	NA	1571	1611	1750	1758	1919	2017	2291	NA	NA
21.	TAMIL NADU	1677	1716	1713	1498	1640	1527	1582	1758	1823	1811	1930	2030
22.	TRIPURA	1226	1251	1247	1323	1312	1443	1361	1363	1356	1385	NA	NA
23.	UTTAR PRADESH	1252	1272	1069	1284	1281	1351	1373	1355	1378	1436	1452	1547
24.	WEST BENGAL	1638	1576	1481	1612	1597	1571	1684	1631	1707	1755	1828	1930
25.	DELHI	3973	4061	4067	4276	4387	4526	4079	3980	4310	4377	4082	NA
26.	PONDICHERY	2551	2885	3031	3038	2972	3088	2987	3062	3116	3241	3309	3245
Coefficient of Variation (%)		45.4	46.7	50.5	48.2	46.4	48.44	43.0	43.8	44.5	45.2	42.6	37.3

Source : National Income Division, CSO, Ministry of Planning

Note : Estimates are based on State domestic Products worked out by Directorates of Economics and Statistics of Various State Governments. Estimates for 1987-88 and 1988-89 are provisional.

NA : Not Available

TABLE - IV

STATEWISE PER-CAPITA FOODGRAIN PRODUCTION DURING 1977-78 to 1988-89

STATEWISE PER-CAPITA FOODGRAIN														(Kgs Per-capita per year)			
States	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89					
	78	79	80	81	82	83	84	85	86	87	88	89					
1	2	3	4	5	6	7	8	9	10	11	12	13	14				
1. Andhra Pradesh	181.36	210.81	184.36	189.25	213.13	204.53	213.36	169.46	179.50	155.68	165.18	212.94					
2. Assam	138.42	125.94	107.71	138.93	121.58	135.76	129.52	124.91	138.72	115.88	126.94	112.50					
3. Bihar	150.60	151.69	105.61	143.97	117.84	102.40	135.29	138.57	143.93	140.32	121.20	144.13					
4. Gujarat	124.06	140.20	122.29	133.36	149.29	126.19	161.45	144.84	73.94	82.10	35.64	136.45					
5. Haryana	452.43	523.24	405.24	475.40	467.40	500.84	482.21	486.60	563.66	515.28	415.28	614.15					
6. Himachal Pradesh	268.54	261.50	313.53	280.38	246.26	222.72	236.01	222.11	259.90	249.37	182.13	233.31					
7. Jammu & Kashmir	234.56	216.27	193.32	222.37	213.45	206.57	178.16	194.53	214.36	204.93	145.93	187.31					
8. Karnataka	214.83	214.57	206.92	147.31	196.80	158.47	186.70	173.24	144.73	184.03	150.72	156.37					
9. Kerala	54.55	52.52	52.74	51.45	53.59	51.36	46.72	47.63	43.94	41.55	37.46	36.04					
10. Madhya Pradesh	255.53	237.55	149.41	241.09	245.77	236.58	288.10	238.57	268.49	232.39	252.67	262.71					
11. Maharashtra	179.70	168.50	170.69	157.50	168.38	143.66	167.02	145.27	123.31	102.45	155.93	153.67					
12. Manipur	249.19	206.11	176.71	208.95	185.71	157.82	177.47	225.03	220.80	160.71	173.56	196.74					
13. Meghalaya	123.13	121.45	110.35	118.15	115.79	111.79	115.49	109.97	111.58	85.54	90.35	85.69					
14. Nagaland	131.43	129.60	91.01	141.04	146.19	151.55	129.86	141.00	129.17	98.52	100.81	150.15					
15. Orissa	223.63	227.36	150.54	228.87	206.19	170.05	256.83	201.90	242.83	221.34	170.93	231.63					
16. Punjab	671.09	738.95	738.30	719.98	793.77	824.71	843.94	900.95	944.09	879.51	908.27	894.64					
17. Rajasthan	233.75	247.96	161.29	193.66	209.07	236.13	278.16	212.78	207.77	173.26	118.85	257.74					
18. Tamil Nadu	167.95	162.33	161.39	114.19	152.88	98.30	123.72	135.56	138.65	136.11	142.53	134.52					
19. Tripura	204.86	200.58	160.58	200.60	175.35	202.89	178.53	170.71	164.45	167.78	185.99	192.59					
20. Uttar Pradesh	209.79	222.63	154.61	228.92	219.09	233.61	252.05	252.97	260.66	245.84	228.38	278.74					
21. West Bengal	177.26	155.70	133.90	153.81	120.00	105.08	161.39	159.72	154.45	159.52	167.85	184.11					
Total	201.53	205.72	167.25	192.48	195.78	186.14	214.17	200.61	203.18	189.86	182.41	217.05					

Source : Foodgrains Production :- Directorate of Economics & Statistics, Department of Agri., Govt. of India.

Population used for working out Per-capita figures :-

:- Office of the Registrar General and Census Commissioner of India

TABLE - V
STATE-SPECIFIC RURAL POVERTY LINES FOR DIFFERENT NSS ROUNDS *

	1972-73	1973-74	1977-78	1983-84
	(Rs per capita per month)			
Andhra Pradesh	37	44	54	76
Assam	42	50	61	99
Bihar	44	62	63	104
Gujarat	44	48	56	85
Haryana	42	51	62	92
Karnataka	40	50	56	90
Kerala	41	52	59	100
Madhya Pradesh	40	51	57	85
Maharashtra	46	52	60	91
Orissa	37	48	52	94
Punjab	42	51	62	92
Rajasthan	38	49	56	78
Tamil Nadu	37	47	59	99
Uttar Pradesh	40	51	57	87
West Bengal	46	59	68	112
All India	40	50	57	91

* Extracted from Table-I of Kakwani & Subbarao(1990)